

# HOUSING PROBLEMS OF THE ELDERLY

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HEARINGS  
BEFORE THE  
SUBCOMMITTEE ON  
HOUSING FOR THE ELDERLY  
OF THE  
SPECIAL COMMITTEE ON AGING  
UNITED STATES SENATE  
EIGHTY-SEVENTH CONGRESS  
FIRST SESSION

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Part 4.—Scranton, Pa.

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NOVEMBER 14, 1961

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Printed for the use of the Special Committee on Aging



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NOTE: Five hearings on housing were held and they are identified as follows:

- Part 1—Washington, D.C.
- Part 2—Newark, N.J.
- Part 3—Philadelphia, Pa.
- Part 4—Scranton, Pa.
- Part 5—St. Louis, Mo.

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## HOUSING PROBLEMS OF THE ELDERLY

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TUESDAY, NOVEMBER 14, 1961

U.S. SENATE,  
SUBCOMMITTEE ON HOUSING OF THE  
SPECIAL COMMITTEE ON AGING,  
*Scranton, Pa.*

The subcommittee met, pursuant to call at 10 a.m., in the auditorium of the Jewish Community Center, Scranton, Pa., Senator Joseph S. Clark, chairman of the subcommittee, presiding.

Present: Senator Joseph S. Clark.

Committee staff members present: James L. Sundquist, administrative assistant to Senator Clark, and Frank C. Frantz, professional staff member of the Special Committee on Aging.

Senator CLARK. The subcommittee will be in session.

This is the 14th of a series of 33 hearings which are being held all over the country by the Special Committee on Aging.

Everything that is said in each hearing is taken down and printed, and the resulting record will be distributed to all Members of the Congress, to State and local officials, to members of the press, and to colleges and universities.

By the time the hearings are over, in January, we will have compiled the most exhaustive library of information on the problems of our older citizens that has ever been assembled. That information will be analyzed by the committee and its efficient staff, and we will prepare a report to the Senate, with recommendations for action.

You may be wondering: Why so much attention by the Senate to our older citizens?

Our committee was created because of the growing realization of experts and public officials all over the country that the shabby treatment of millions of our older citizens is one of the great shortcomings of our national life.

First of all, as modern science and the medical profession have greatly prolonged life expectancy, the sheer numbers of older persons have suddenly become overwhelming. Pennsylvania alone has more than 1,100,000 persons aged 65 or over. We have more than 350,000 over age 75. In the country as a whole, there are a million persons over age 85.

Second, Americans are awakening to the fact that these millions of older persons are not living as they should be living and deserve to live. After a lifetime of hard work, a retired man or woman should be able in his later years to enjoy a life of comfort, dignity, and usefulness in his community. But we know that for millions of older persons this is simply not the case. A shocking proportion of our senior citizens spend their retirement years in poverty, ill health, bad housing, and loneliness.

We hope that these hearings will help to arouse the conscience of the Nation. We hope they will stimulate action, governmental and nongovernmental, by our communities, our States, and the Nation.

As chairman of the Subcommittee on Housing for the Elderly, I will have particular responsibility for that section of our report. Accordingly, our witnesses today have been asked to provide testimony particularly on that subject.

Most housing in American communities was designed for families. We want to know whether housing so designed is suitable for elderly couples and individuals or whether special housing should be developed especially for older people.

We need to think in terms of three categories of older persons: Those who are in good health and active; those who have some chronic illness or health impairment but can still live independently; and those who need more intensive medical care. What is the availability of good housing for each group?

How is the provision of housing related to such other needs as recreation, employment, health care, and welfare services?

To what extent does private enterprise adequately take care of the needs of housing for the elderly, and to what extent does governmental assistance need to be provided? What should be the role of the local government, the State government, and the Federal Government? Do you have recommendations regarding Federal legislation?

Our subcommittee has asked these questions in Newark, N.J., and in Philadelphia. Today we want to get the answers from the people of middle-sized and smaller communities—with witnesses representing Scranton, Wilkes-Barre, Carbondale, and Allentown, and the smaller communities of Lackawanna County.

We also have with us two witnesses representing Governor Lawrence, who was originally scheduled to be here, but unfortunately has a conflict in his schedule.

After the official witnesses have testified, we will open the meeting to the old folks themselves, who know more about the problems of the aging than anybody else. We want to hear from everybody who desires to be heard. If enough of you are willing to testify, we will hold what amounts to a "town meeting" this afternoon, to get everyone's point of view.

We will first hear from the representatives of Mayor Hanlon, of Scranton, then from the representatives of Governor Lawrence. After that, we will invite the witnesses from other cities to appear and then return to our longer list of witnesses from Scranton and Lackawanna County.

By the time our 33 hearings are over, when Congress reconvenes, we should have the most exhaustive library of information on the problems of our older citizens that has ever been compiled.

We are hopeful that these hearings will lead to meaningful legislation.

I have just come back from a quick tour of four European countries, particularly Sweden, where I had an opportunity to study what they are doing for older people there. Earlier in the year I was in Denmark and Norway. I can say that they certainly have a keener awareness of public responsibility for older citizens in the Scandinavian countries than we have evidenced here.

Our first witness is Mr. Morey Myers, assistant city solicitor, representing Mayor Hanlon, who sent his regrets at not being able to be here.

Mr. Myers, would you come forward, please, and give us the benefit of your testimony?

**STATEMENT OF MOREY MYERS, ASSISTANT CITY SOLICITOR,  
SCRANTON, PA., REPRESENTING HON. JAMES T. HANLON, MAYOR  
OF SCRANTON**

Mr. MYERS. Senator Clark, it is a personal and representative privilege on behalf of the mayor of the city of Scranton to welcome you, your staff, and your subcommittee to the city of Scranton, and to the community of northeastern Pennsylvania.

Many of us know of your fine work as a member of the Senate Special Committee on Aging, and many of us also know of your firm voice as chairman of this subcommittee, and those of us who have been involved and are involved in local government also know of your determined efforts in the interests of municipalities across this country.

Senator CLARK. Thanks for the kind words.

Mr. MYERS. Personal thanks from me also to Mrs. T. Linus Hoban, who more than any other person has made me informed and aware on the problems of the aging.

Mayor Hanlon has been involved in an arduous activity, and will be unable to meet with your committee this morning. As a matter of fact, some people have suggested that problems of the aging now have particular personal and meaningful significance to the mayor, but I am sure that he will remain just as vigorous and just as dedicated to the solution of the problems of the aging as he always has been.

The problems of aging involve all of us, and when we speak of aging, we are speaking of a certainty of life and a fact of life that carries with it some disability, but I believe great opportunity also.

The problems are more immediate to some of us than to others, but sooner or later, all of us will be faced with them.

Many years ago, most people lived in large single family homes, and the problems of the aging remained within those homes. Today the family unit is smaller, there are fewer people living within it. People have much greater mobility, and out of these social, economic, and cultural changes, there has been released the total dependency of our senior citizens from the members of their family, and there has arisen a true independence that these people may have and enjoy, and reestablish their worth and their productivity, their worth in the community, their worth to their families, their worth to their neighbors, and most important of all, develop a greater portion of self-worth.

To this end and for this purpose, the city of Scranton welcomes you, Senator Clark and your subcommittee.

Senator CLARK. Thank you, Mr. Myers.

Could I ask you a question or two before you leave?

Mr. MYERS. Yes, sir.

Senator CLARK. Does the Scranton city administration have any views as to the areas in which local governmental action is adequate

to take care of the needs of the elderly population in Scranton? To what extent, if at all, is it necessary for the State to assist the city, or the county to assist the city, and do you see any needed role for the Federal Government, or is this a problem which local resources are capable of solving?

Mr. MYERS. Well, I think, Senator Clark, you more intimately than anyone would know that municipalities are having great difficulty in sustaining all of the traditional municipal obligations, including care of all of the citizens within the municipalities, and are certainly inviting and in need of greater Federal participation in these programs.

The particular problems that you asked will be expanded upon more fully by Mr. Joseph McNulty, who is the executive secretary of the Scranton Housing Authority, and is prepared to testify on the problems peculiar to this area.

Senator CLARK. Thank you very much, Mr. Myers.

Our next witnesses, Mr. Cohen and Mr. Rogers are delayed by weather, we are informed. So, Mayor Slattery, would you give us the benefit of your thinking as mayor of Wilkes-Barre?

**STATEMENT OF HON. FRANK P. SLATTERY, MAYOR OF WILKES-BARRE, PA., ACCOMPANIED BY CARROLL D. COLBY, EXECUTIVE SECRETARY, WELFARE PLANNING COUNCIL OF WYOMING VALLEY, PA.**

Senator CLARK. Let me welcome you here and tell you how grateful I am. I know how busy you are and it is particularly nice to see somebody from Wilkes-Barre willing to come to Scranton.

Mr. SLATTERY. Well, as the mayor of the greatest city in north-eastern Pennsylvania, I am always delighted to come to the second best, and we are delighted to welcome our distinguished Senator from Pennsylvania into our area.

Wilkes-Barre is deficient in its standards and has been slow in its approach to the solution of the problem of housing for the aged. This has been of deep concern to many persons and agencies who have been confronted with daily cases of emergency and the long range picture of the necessity of getting an answer.

Wilkes-Barre, in the undertaking of its two projects, two of which are in the executive stages, Hazle and Lincoln, will displace some 204 aged persons who are heads of families. Approximately one-half of these aged, 91 of them, are homeowners, and only 23 of the total 204 aged are receiving assistance from the department of public assistance.

We have prepared a table which is in our written report.

In the Hazle Street project, we have 35 people who are over the age of 60 and 60 who are over the age of 65, for a total of 95.

In our Lincoln project, we have 34 in the first category and 73 in the second, so we have a total in the two projects which are contiguous areas of 69 in the age bracket 60 to 65, and 135 in the bracket over 65, for the total of 204. Nineteen in the first bracket are owners of their homes and 115 are tenants.

To provide adequate housing which the aged can afford, and which meets their special physical needs, may be somewhat difficult to attain

in view of the fact that more than 160 of the total have incomes of \$200 or less per month.

And then we have the table indicating how we break that down.

Senator CLARK. Mayor, are most of them married, or are most of them single?

Mr. SLATTERY. Ninety of them are heads of families. We have about 40, I believe, who are unattached aged persons, widowers, and single spinsters, or men who never married.

The aging have special needs as to both their housing and total environment. Integral parts of the problem are the planning and developing of facilities for the aged, such as transportation, shopping, medical and hospital facilities, utilities, churches, and cultural outlets.

Senator CLARK. Mayor, these older people of whom you are speaking, how are they supported economically? Is this done by the city?

Mr. SLATTERY. It is done by the Federal Government and the State government with funds under department of public assistance. Some of them have social security. These, of course, are the two areas that we have accentuated as blighted areas, where we have our lowest income group, and I am citing these areas because a general and specific survey of aged has never been made.

Senator CLARK. Yes.

Mr. SLATTERY. We are undertaking that now. We are trying to give you these two areas to show you the composite.

Luzerne County is the fourth largest in the Commonwealth of Pennsylvania, and it contains four third-class cities. We name them in the report.

Luzerne County's population declined 11.2 percent between 1940 and 1950 and 11.7 percent between 1950 and 1960.

On the other hand, the numbers of aged persons and the percentage of the total population has increased, as we have lost population.

Senator CLARK. In other words, the young people are leaving the county and the old people are staying?

Mr. SLATTERY. Yes, sir.

Our college graduates and our employable men and women in the 20- and 30-year brackets have been part of a great exodus.

Senator CLARK. And this is because there have been inadequate job opportunities?

Mr. SLATTERY. Economic problems, yes, sir.

In 1950, in our county, we had 30,212 persons 65 years of age and over. This represented 7.6 percent of the total population. By 1960, we had 38,957 aged persons, representing 11.1 percent of the total, the total population being 346,000.

It is estimated by our Luzerne County Planning Commission that, by 1980, 13.8 percent of the population of the county will be persons 65 years of age and over, or close to 50,000 persons.

The housing picture: No comprehensive study has been made particularly directed to the housing needs of aged persons in Luzerne County, but we have been able to piece together various bits of information from various sources.

Admittedly, this is not a comprehensive, complete, or accurate picture and further study is required, but these bits of information are suggestive of what we have and what is needed.

When we talk about the housing needs of the aged, we must think in terms of a variety of housing arrangements:

- (1) For those persons who are able to meet the ordinary requirements of self-care and of living in the community.
- (2) For those persons who are capable of living in the community, but who are not able to meet all of the normal living requirements.
- (3) For those who need custodial or protective care.
- (4) For those who need continued nursing or medical supervision.

We have in the county four nonprofit homes for the aged with a total capacity of 110 beds: A Presbyterian Home in Hazleton with 27 beds; the Lutheran Home in Hazleton with 19 beds; the James Sutton Home, which is a private charity, in Wilkes-Barre city, 24 beds; and the Home for Homeless Women in Wilkes-Barre with 40 beds, or a total of 110.

From the persons that we talked to, the opinion was directly expressed, based on experience in helping older persons, that there seemed to be a sufficient number of housing accommodations locally to provide shelter for the aged in apartments, rooming houses, or private homes, provided they can afford the rent.

On the other hand, most of these same persons indicated that the accommodations available at prices people can afford are nonexistent and a severe condition in the cities, where people are being displaced by redevelopment, is quickly deteriorating.

Senator CLARK. Mayor, do you have any information on proprietary nursing homes in the county or city?

Mr. SLATTERY. Luzerne County has just erected what we call Valley Crest, a home for the indigent infirm under the Act of Assembly. That has between—what is it? Three hundred fifty beds.

Senator CLARK. That is a county institution?

Mr. SLATTERY. County institution.

Senator CLARK. And, therefore, not run for profit?

Mr. SLATTERY. That is right, sir.

Senator CLARK. I am wondering about the existence—we have so many of them in the Greater Philadelphia area—of proprietary nursing homes.

Mr. SLATTERY. Commercial nursing homes? Yes, sir, I have the survey on that broken down.

We have in Plymouth, which is 3 miles from Wilkes-Barre, a convalescent or nursing home, commercial home for profit, and we have three in the city of Wilkes-Barre, and one in Wilkes-Barre Township, which is contiguous to the city of Wilkes-Barre.

All of these homes are for the ill, regardless of age, and some do not take public assistance cases or fail to meet the maximum payment allowance of the department of public assistance.

The normal rate in any of these homes is \$50 a week. The outside, that is, the outside maximum public assistance, the most any individual can get is \$150.

Senator CLARK. Do you have any information as to how many beds these proprietary nursing homes for profit total?

Mr. SLATTERY. They average out at 24, but specifically on the Plymouth and Wilkes-Barre Township and one in Wilkes-Barre, I could not get. One had 29 that I surveyed, and the other had 21, and I understand that the one in Plymouth has only 9.

In my written report I have analyzed or tried to analyze the money that these people can get. The average Federal old-age payment to a retired worker in Luzerne County, prior to the most recent changes of the social security benefits, was \$75 per month, although the range was from \$33 to \$120.

I happen to know of three cases at our Franklin Convalescent Home where they get but \$3, and the balance up to \$110 is taken care of by our department of public assistance, which is matching Federal and State funds, old age assistance.

The allowance for shelter is \$29 per month, plus \$11.80 for fuel and utilities. This is adequate, if a person is living in a theoretical situation where the landlord agrees that \$29 is adequate rent, and where the utilities do not run more than \$11.80.

I have then broken down the census figures from the 1960 census for what we call the Wyoming Valley and it is called in the census the Wilkes-Barre urban area.

In addition to that, there are many townships in Wilkes-Barre. We have Plains and Hanover Township, both of which exceed 12,000 in population.

In 1960, in the Wilkes-Barre urban-sized area, we had 26,770 persons over the age of 65. In 1950, we had but 20,000, and the population in 1961 was but 233,000, and in 1950 it was 271,000.

Now there is a big span in loss of population and a large rise in the elderly.

Senator CLARK. What has happened, generally speaking, to your tax resources in that period? I know that the increase in assessments is sometime illusory.

Mr. SLATTERY. This, Senator, would give me a very good chance to repeat my political comment of the last month or so. Taxes have risen. The tax bite has become more onerous on the average property owner. We have had political controversy with respect to the inception of the wage tax. A great number of our workers in Wilkes-Barre, which is the financial area in the Wyoming Valley, come from the residential areas west of the Susquehanna River, but the school tax has gone up considerably.

The per capita tax has gone from 5 to 15 in a period of 4 years.

Senator CLARK. How about the market value of real estate? Has that increased also?

Mr. SLATTERY. I would say "No." I think that the market value of real estate has decreased. It held a level after the war years, increased slightly in 1954 and 1955, and has fallen off since, and tax-wise, we have a great number of nonresident landowners in our high tax area who own our better buildings, where our better shops are.

The Senator asked me a question with respect to the exodus of people, and I have made comment in the written statement.

A group of individuals is presently exploring the possibility of purchasing a hotel, 125 rooms, with the purpose of establishing a residence home for the aged.

Now, as the Senator knows, there are distinctions between a lodging home, a boarding home for profit, and not for profit, particularly under the FHA regulations. Whether this is to be a nonprofit or commercial is being debated. It would charge minimum rates for

proper central city lodging, restaurant attached, freedom of movement assured. This will not be a home for the sick or infirm, but a place of lodging for aged couples or individuals who can move about.

FHA authorities have inspected the premises for suitability, safety, and location. It is near churches, commercial entertainment, park areas, and shopping districts.

We have had a great deal of opposition to any type of public housing in the city of Wilkes-Barre. I have pushed this, and now some of our planning commissioners and members of the urban development authority are becoming more sympathetic to it. Because in all of these cities in Pennsylvania, and on the Atlantic seaboard, as we displace persons for their removal from a slum or blighted area, we are faced with a very, very serious problem, not the least of which is integration at the moment. There is some opposition to it and I think to cut that back to where it should properly be relegated.

Senator CLARK. Mayor, could you tell me in general terms what percentage of your population in Wilkes-Barre is Negro?

Mr. SLATTERY. Well, we have 63,155 population, and we have under the census 949. But we have had an influx in the spring of 1961 of an additional 100. There are about 1,100 colored persons.

Senator CLARK. Generally speaking, is the percentage of unemployed higher among the Negroes?

Mr. SLATTERY. I would think yes, but I have not the actual fact on it. But I know that our Negroes now are getting into the so-called white-collar jobs. They used to be miners and peons, laborers, and so forth, in the most menial of jobs, but we have mill men, we have a jeweler, we have a doctor, and the overall picture is very optimistic in the Wyoming Valley with respect to that.

Senator CLARK. Would you be able to summarize briefly for the record the basis of the opposition to public housing and who is against it and why?

Mr. SLATTERY. Those who were on the Planning Commission and Urban Redevelopment had mental blocks of some kind. I cannot analyze it. It is just a theory of Government, one as against the other, the hurl of creeping socialism, and so forth, but the needs of these people are so apparent that I believe they have started to change their thinking, and we had to have this explosion of "What are we going to do with these people as we take them out of the blighted areas? Where are we going to put them?"

Senator CLARK. Well, you have a rather ambitious urban renewal program; have you not?

Mr. SLATTERY. Yes, sir; we are well underway.

Senator CLARK. And you are required by Federal law to certify that safe and sanitary housing is available for those you displace. This may be part of the reason why they are changing their minds.

Mr. SLATTERY. Very definitely so; yes.

I have made some conclusions in my statement.

Direct Federal loans will be required for housing for the aged in the Wilkes-Barre area.

I heard the questions put to the distinguished gentleman from Scranton, and I cannot hedge on this problem at all. We just do not have the money.

Wilkes-Barre has submitted itself as a guinea pig through the First National Bank of Boston, that you are familiar with, in order to evaluate the potential of cities such as Wilkes-Barre, Scranton, and all the rest of them.

Can we, as we are ambitious to redevelop, afford to do this?

Some of the political history of the past several weeks shows that mayors and councils have been in trouble, knowing what they wanted to do and could not do it because of income.

Senator CLARK. Would this comment apply, in your judgment, also to Luzerne County?

Mr. SLATTERY. Yes, sir.

Senator CLARK. And are you getting any significant assistance from the State?

Mr. SLATTERY. Oh, yes, indeed. Pennsylvania was the first—we are talking urban redevelopment now?

Senator CLARK. Well, I am thinking in terms of your economic ability to handle the problems of the area. I know about PIDA, of course, and I am sure that has been very useful to you, and I know that there has been at least token assistance, more than that, in terms of urban renewal in this area, but specifically with respect to helping you with the problems of the elderly, is the State doing that?

Mr. SLATTERY. Well, Mr. Colby of the welfare council is here with me today, and I do not know whether he can answer that. Can you?

Mr. COLBY. We have all kinds of agencies, government and private, on welfare problems.

Senator CLARK. Perhaps you would state your name and your office for the record.

Mr. COLBY. I am Carroll D. Colby, executive secretary of the Welfare Planning Council of Wyoming Valley.

Senator CLARK. Is that a private agency?

Mr. COLBY. That is a voluntary agency supported by the United Fund. I am not sure that I can answer in full the question you have asked. I think someone from the division of the aged of the State department of welfare could probably answer this better. I am not familiar.

Senator CLARK. Yes; we will have that testimony later, but I would rather like to get it, if you do not mind, from your point of view also.

Mr. COLBY. I am not familiar with what the State is doing in helping on the problem of housing for the aged.

I do know that they have provided funds, appropriated funds recently, which will be made available to counties to develop other types of services for the aged, such as homemaker, foster homes, and so on.

Senator CLARK. Are you aware of any plans in either the county or the city to utilize the assistance for housing the elderly provided in recent acts of Congress?

Mr. SLATTERY. There has been no concentrated effort as yet. We are starting from scratch.

I have met with Mr. Colby and members of other committees, with the members of the United Fund who are concerned with the problems of the elderly. I have met ad nauseam with redevelopment and planning commissioners, and I have just pushed and pushed and pushed. We must get this underway.

We are faced with it right now, Senator.

Senator CLARK. Would you mind stating for the record how the redevelopment and housing authority members are appointed? Under whose jurisdiction do they come?

Mr. SLATTERY. They are appointed—nominated by the mayor of the third-class city by and with the advice and consent of the city council, which is sometimes difficult.

Senator CLARK. Yes, I can well understand, having been a mayor myself.

Mr. SLATTERY. You have never been a mayor, Senator, with every member of the council opposed to you.

Senator CLARK. No, that is true.

Mr. SLATTERY. We are going to proceed, and invoke the terms of the Housing Act of 1937, with its various amendments.

Local financing is still reluctant to bear the full burden on what is considered a too speculative chance in this field, hence long term Federal- or State-financed loans are required. Land available in redeveloped areas is too far distant for acquisition for a presently urgent problem.

However, this future possibility will not be discarded.

Freedom of movement: Attention to the inherent desires of unattached persons, and the crying need for the aged come to be together should be fostered and be the moving force in this type of development. Hence, I am spearheading the acquisition of this central city hotel. We do not know whether it is a fire hazard, or a firetrap, but we cannot in this area take any calculated risk on that.

This is why we asked Mr. Sullivan and Mr. Connell of FHA to be with me last week.

The smaller community should be given priority in Federal procedures in seeking security and lodgings for their oldsters, as such municipalities are without the rays of the great foundations and the largess of great philanthropy.

There is a great need in all planning, construction, and reconstruction to avoid the "over the hill to the poorhouse" atmosphere; to provide for persons able to pay their way some level above the public housing standards.

For the aged, it becomes burdensome to maintain and operate a private home in our climate—with heat, utilities, taxes, and maintenance. If heat is provided and reading and recreational facilities are made available, a degree of happiness and contentment is attained.

One-story buildings, or multiple-story buildings with elevators, will overcome many perils.

The atmosphere of the regulated institution is abhorrent to most seniors. Even freedom of choice in a restaurant imparts a sense of independence.

The need in Wilkes-Barre for safe, adequate, comfortable, and proper lodgings for the aged is a pressing problem.

It will become more pressing until the solution is found, which we hope will be in the near future.

Senator CLARK. Thank you very much, Mayor Slattery.

Would I be oversimplifying your general conclusion if I suggested that your real problem in the Wilkes-Barre area with respect to housing for the elderly is the economic one of providing for the upkeep and maintenance of older people who do not have adequate incomes of their own, and that actually there is enough housing around to take care of them, if they could afford to move into it, and if you could afford to rehabilitate them?

Mr. SLATTERY. I think that is oversimplified. Economics, the economic condition, has certainly a great deal to do with it, but nothing has ever been done with respect to public housing or with respect to creating any kind of accommodation in a one-story building.

We have encountered a great deal of difficulty as our industrial fund and our various agencies of the chamber of commerce have brought new industry into our valley, and we have, and Scranton has, accomplished a tremendous job with private donated money into our drives, but as these people come in, they are amazed at the condition of housing in this coal area. They say they are not adequate.

I know of homes that are beautiful homes, they have been built 100 to 110 years ago, and somebody says, "Why should I pay \$5,000 for a home that is a hundred years old?"

Well, you do not have to sit there and argue with each one on this.

We need the modern type of home. We are entering into housing developments. We are entering into an area now where we want to buy coal lands, fill in the strippings.

I have a communication as of last week from a railroad president who has talked to the presidents of the other railroads in our valley, and they are willing now to dispose of vast acres and miles of unused railroad tracks in our central city.

These are overall pictures. Housing for the aged is specific, but it is one of the most pressing needs. Our housing is not adequate. There are empty homes available, and empty apartments. We are back to the question of economics again. They cannot afford to pay for some of these, and when you are 70 and 73 you cannot be attending to the furnace, and you cannot be going to bed on the second floor.

These are the elements that enter into this problem.

Senator CLARK. Thank you very much, mayor, for your most helpful testimony.

(The prepared statement of Mayor Slattery follows:)

PREPARED STATEMENT OF FRANK SLATTERY, MAYOR, CITY OF WILKES-BARRE, PA.

Gentlemen, the security and welfare of the United States is dependent, inter alia, upon the happiness, health, and welfare of its aging citizens. Adequate housing is an essential ingredient of the proper living standards of our senior citizens.

Wilkes-Barre is deficient in its standards and has been slow in its approach to the solution of the problem. It has been of deep concern to many persons and agencies who have been confronted with daily cases of emergency and the long-range picture of the necessity of getting an answer.

(1) Wilkes-Barre, in the undertaking of its two redevelopment projects, Hazle and Lincoln, will displace some 204 aged (60 years and over) who are heads of families. Approximately one-half of these aged (91) are homeowners and only 23 of the total 204 aged are receiving assistance from the department of public assistance.

TABLE 1.—Age group

Age group	Hazle	Lincoln	Total
60 to 65.....	35	34	69
Over 65.....	60	75	135
Grand total.....	95	109	204

TABLE 2.—Tenure of aged

	Hazle	Lincoln	Total
Owner.....	50	41	91
Tenants.....	45	68	113
Total.....	95	209	204

To provide adequate housing which the aged can afford, and which meets their special physical needs, may be somewhat difficult to attain in view of the fact that more than 160 of the total have incomes of \$200 or less per month.

TABLE 3.—Income data

Monthly income	Hazle	Lincoln	Total
\$200 and under.....	71	90	161
\$200 to \$249.....	4	10	14
\$250 to \$299.....	4	4	8
\$300 to \$349.....	7	1	8
\$350 to \$399.....	3	4	7
\$400 and over.....	6	0	6

The aging have special needs as to both their housing and total environment. Integral parts of the problem are the planning and developing of facilities for the aged, such as transportation, shopping, medical and hospital facilities, utilities, churches and cultural outlets.

To promote a meaningful program, an earnest effort is required to insure that—

(a) The needs of the aged can be incorporated automatically in all community planning, including urban redevelopment projects;

(b) Local zoning laws and building codes can be revised and adjusted to eliminate redtape, to clear the way for advancement of housing for the aged and to guarantee health and safety standards;

(c) Encourage building, developers and mortgage bankers to take the lead in creating housing for the aged. An integrated approach to erase the housing problem requires, at all levels, among all elements of society, an enlightened recognition of the problem, coupled with dedication and zeal. The problem of properly housing the aging is everyone's problem and particular attention should be given to the housing needs of the more than 135 unattached older persons and older couples in the Wilkes-Barre relocation workload as indicated in the family composition table below.

Family composition

Number of persons	Hazle	Lincoln	Total	Number of persons	Hazle	Lincoln	Total
1 (individual).....	18	35	53	6.....	1	1	2
2.....	39	44	83	7.....	4	0	4
3.....	12	21	33	8.....	0	0	0
4.....	17	7	24	9.....	0	1	1
5.....	4	0	4				

These statistics incorporate but two areas contemplated under urban redevelopment. These areas are but a small percentage of the city's geographical and residential areas. They are cited as they have been surveyed specifically.

(2) There exists in the city of Wilkes-Barre as well as in the areas known as Wyoming Valley, a definite shortage of modern and adequate dwelling units and this shortage is particularly acute in the type of dwelling suitable to the needs of old people.

(3) Luzerne County, fourth largest in population in the Commonwealth of Pennsylvania, containing four third-class cities (Wilkes-Barre, Hazleton, Pittston, and Nanticoke)—and Wilkes-Barre is the county seat, being by far the heaviest populated governmental unit.

(The remaining language of (3) has been furnished to Mayor Slattery by Carroll D. Colby, executive secretary of the welfare planning council, 66 North Main Street, Wilkes-Barre, Pa).

Luzerne County's population declined 11.2 percent between 1940 and 1950, and 11.7 percent between 1950 and 1960.

On the other hand, the numbers of aged persons and their percentage of the total population has increased.

It 1950, we had 30,212 persons 65 years of age and over. This represented 7.6 percent of the total population. By 1960 we had 38,957 aged persons, representing 11.1 percent of the total population (346,972). The Luzerne County Planning Commission estimates that by 1980, 13.8 percent of the population of the county will be persons 65 years of age and over, or close to 50,000.

(NOTE.—The 1980 estimate may be conservative. Only as late as 1959, the office of program research and statistics, department of public welfare, estimated the population over 65 in Luzerne County as 33,520. Similarly, just prior to the 1960 census, the Luzerne County Planning Commission estimated the 1960 population 65 and over would only be 37,323 or 10.7 percent of the total population.)

The "Population Report" of the Luzerne County Planning Commission (p. 35) concludes its analysis of population trend with these words:

"These trends indicate that our county population is growing older at a faster rate than the State or Nation, causing relatively more acute problems of unemployment and relief, and also housing and recreation needs for these older people."

#### THE HOUSING PICTURE

No comprehensive study has been made particularly directed to the housing needs of aged persons in Luzerne County, but we have been able to piece together various bits of information from various sources. Admittedly, this is not a comprehensive, complete, or accurate picture and further study is required, but these bits of information are suggestive of what we have and what is needed.

When we talk about the housing needs of the aged we must think in terms of a variety of housing arrangements:

(1) For those persons who are able to meet the ordinary requirements of self-care and of living in the community.

(2) For those persons who are capable of living in the community but who are not able to meet all of the normal living requirements.

(3) For those who need custodial or protective care.

(4) For those who need continued nursing or medical supervision.

We are eliminating from consideration the latter category because we consider this is a medical rather than a housing problem.

#### FACILITIES FOR CUSTODIAL CARE

In Luzerne County we have four nonprofit homes for the aged with a total capacity of 110 beds. Two of these are located in Hazleton and two in Wilkes-Barre:

	<i>Beds</i>
Presbyterian Home, Hazleton.....	27
Lutheran Home, Hazleton.....	19
James Sutton Home, Wilkes-Barre.....	24
Home for Homeless Women, Wilkes-Barre.....	40
Total.....	110

Because of lack of accommodations in Luzerne County, some older persons (and we have no exact count) are being placed in Lackawanna and other counties.

The general consensus of participants in a workshop on health needs of the aged, conducted by the Luzerne County Committee of the Governor's White House Conference on Aging, May 27, 1960, at the Jewish Community Center, Wilkes-Barre, was that the most serious problem is that of aged persons who are not ill enough to require hospitalization or even nursing or convalescent home care, but who are no longer physically able to live alone without some help. One solution suggested to meet this problem was the establishment of a housekeeping service. This may solve the problem for those who have only an occasional need for assistance, but is probably economically unfeasible for those who need considerable aid.

#### HOUSING IN THE COMMUNITY

From the person we talked to, the opinion was frequently expressed, based on experience in helping older persons, that there seem to be sufficient numbers of housing accommodations locally to provide shelter for the aged in apartments, rooming houses, or private homes, provided they can afford the rent. On the other hand, most of these same persons indicated that the accommodations available at prices people can afford are nonexistent and a severe condition in the cities, where people are being displaced by redevelopment is quickly deteriorating.

Those older persons who may need special accommodations—such as the need for housing without stairs—have extreme difficulty in finding something to meet their needs.

The recent experience of some of our local redevelopment authorities is bringing the housing needs of the aged to a head and pointing up the inadequacies of what is available.

The redevelopment authority of the city of Nanticoke has been faced with the problem of relocating 140 family units, 45 of which are individuals. Out of the total number of persons to be relocated, there are 49 over 65 years of age, 78 over 60. Most of these are single persons living alone. The redevelopment authority has been able to move very few of the aged persons. There is housing available but it does not meet the needs of the aged—some is below the standards acceptable to the redevelopment authority, such as lacking central heating; some are too far distant from the business district and the facilities which the aged use; many accommodations are on the second and third floors without elevator service; other accommodations may be priced out of range.

Most of the older persons in the redevelopment area are now living in three- or four-room apartments. Similar accommodations are not available at a rent many can pay. Most of these are living on social security payments, public assistance, or small pensions. Twenty-two out of the 78 aged persons in the redevelopment are receiving incomes of less than \$100 per month.

The officials of the redevelopment authority feel they are up against a real problem and are giving consideration to the development of a public housing project of some sort. (Wilkes-Barre Redevelopment Authority is running into a similar problem.)

Note has previously been made of the problem of finding decent accommodations at prices the aged can afford. Some facts on this situation may be helpful. The Luzerne County Committee on the Aging (previously mentioned) estimated that somewhat over 30,000 persons over 65 (out of a total of 38,957) were receiving benefits of some kind—27,000 on social security; 2,300 on old age assistance; 630 receiving blind pensions; 210 in nursing homes under the Department of Public Welfare grants or in county institutions.

The average Federal old age payment to a retired worker in Luzerne County, prior to the most recent changes in social security benefits, was \$75 per month, although the range was from \$33 to \$120.

In Luzerne County the maximum old age assistance grant is \$90.40 per month. The allowance for shelter is \$29 per month plus \$11.80 for fuel and utilities. This is adequate if the person is living in a theoretical situation where the landlord agrees that \$29 is adequate rent and where the utilities don't run more than \$11.80 per month. We do not know whether an increase in the grant would produce better housing for the aged or not.

## U.S. Census of Population, 1960

[Pennsylvania, pp. 40-55; 40-61; 40:113]

Luzerne County	346,972	Wyoming Valley—Continued	
Wyoming Valley:		Larksville Boro.....	4,390
Ashley Boro.....	4,258	Luzerne Boro.....	5,118
Dupont Boro.....	3,669	Nanticoke City.....	15,601
Duryea Boro.....	5,626	Pittston City.....	12,407
Edwardsville Boro.....	5,711	Plymouth Boro.....	10,401
Exeter Boro.....	4,747	West Wyoming Boro.....	3,166
Forty Fort Boro.....	6,431	Wilkes-Barre City.....	63,551
Glen Lyon Boro.....	4,173	Wyoming Boro.....	4,127
Kingston Boro.....	20,261		

In addition to the cities and boroughs comprising the Wyoming Valley—all within a radius of 9 miles of the city's public square—there are the heavily populated townships of Hanover, Wilkes-Barre, Plains, Pittston, Jenkins, Exeter, Kingston, Plymouth, and Newport. Several other boroughs, Courtdale, Pringle, Swoyerville, etc., are contiguous. There are 33 separate and distinct municipal governments in the Wyoming Valley—generally dependent on Wilkes-Barre as the hub.

## Wilkes-Barre urbanized area:

Population (1950, 271,589).....	233,932
1960, over 65.....	26,770
1950.....	20,912

NOTE.—Hence, it is apparent, there has been a declining population—an exodus for economic reasons—looking for basic employment. This has resulted in the "Valley's" loss of its prime assets, the high school graduates, and the younger employable group, this also tends to increase the ratio of the aged—but more significantly, the numerical figure increases.

	1960	1950
Wilkes-Barre City:		
Population.....	63,551	76,826
Over 65.....	8,285	6,920

  

	1960 population	Over 65
Hanover Township.....	12,781	1,746
Plymouth Township.....	11,430	942
Plains Township.....	10,995	1,777

NOTE.—Other townships are less than 10,000.

	1960
Males over 65.....	3,529
Females over 65.....	4,756
<b>Total.....</b>	<b>8,285</b>

## Commercially operated homes (convalescent and nursing) in Luzerne County:

1957.....	8
1959.....	13
1961.....	15
<b>Beds:</b>	
1957.....	111
1959.....	231
1961.....	300

## Wyoming Valley (Wilkes-Barre area):

- Bet-Mar Convalescent Home, Plymouth.
- Bevan Convalescent Home, Wilkes-Barre.
- Franklin Convalescent Home, Wilkes-Barre.
- Summit Nursing Home, Wilkes-Barre Township.
- Sunnyside Convalescent Home, Wilkes-Barre.

All of these homes are for the ill, regardless of age, and some do not take public assistance cases or fail to meet the maximum payment allowance of the department of public assistance.

The Luzerne County Institution District is about to open a public institution known as Valley Crest for the indigent infirm, which is not a home for the aged *per se*.

A group of individuals is presently exploring the possibility of purchasing a hotel (125 rooms) with the purpose of establishing a residence home for the aged; whether this is to be nonprofit or commercial is being debated. It will charge minimum rents for proper central city lodging, a restaurant attached, and freedom of movement assured. This will not be a home for the sick or the infirm, but a place of lodging for aged couples or individuals who can move about. FHA authorities have inspected the premises for suitability, safety, and location. It is near churches, commercial entertainment, park areas, and shopping districts.

Other steps are being taken to induce private risk capital to erect housing developments and cooperative apartments. These are in the "talking stage."

Public housing is generally opposed, but should be developed for persons being displaced by urban development and for those on public assistance or in the lowest income groups.

#### CONCLUSIONS

(a) Direct Federal loans will be required for housing for the aged in the Wilkes-Barre area.

(b) The Housing Act of 1937 (as amended) will have to be invoked in the near future.

(c) Local financing is still reluctant to bear the full burden on what is considered a too speculative chance in this field. Hence, long term federally or State-financed loans are required.

(d) Land available in redeveloped areas is too far distant for acquisition for a presently urgent problem. However, this future possibility should not be discarded.

(e) Discrimination should be violently opposed. Freedom of movement, attention to the inherent desires of unattached older persons, and the crying need for the aged couple to be together should be fostered and be the moving force in any type of development.

(f) The smaller communities should be given priority in Federal procedures in seeking refuge and lodging security for their oldsters as such municipalities are without the rays of the various foundations and the largesse of great philanthropy.

(g) There is a great need, in all planning, construction, and reconstruction, to avoid the "over the hill to the poorhouse" atmosphere; to provide for persons able to pay their way, some level above the public housing standards. For the aged it becomes burdensome to maintain and operate a private home in our climate—with heat, utilities, taxes, and maintenance. If heat is provided and reading and recreational facilities are made available a degree of happiness and contentment is attained.

One story—or multiple-story buildings with elevators will overcome many perils. The atmosphere of the regulated institution is abhorrent to most seniors. Even freedom of choice in a restaurant imparts a sense of independence. The need in Wilkes-Barre for safe, adequate, comfortable, and proper lodgings for the aged is a pressing problem. It will become more pressing until the solution is found.

Senator CLARK. I understand Mr. Cohen has shown up.

Mr. Cohen, could we have the benefit of your testimony, please, as commissioner of the Office for the Aging of the Pennsylvania Department of Public Welfare?

#### STATEMENT OF ELIAS S. COHEN, COMMISSIONER, OFFICE FOR THE AGING, PENNSYLVANIA DEPARTMENT OF PUBLIC WELFARE

Mr. COHEN. My name is Elias Cohen. I am representing the Commonwealth of Pennsylvania as commissioner of the office for the aging of the department of public welfare.

The office serves as the Commonwealth's central unit on aging. The department of commerce has an important responsibility for housing but, by mutual consent, the office for the aging has assumed a major role in encouraging specialized housing for the aged. We have met with the executives of virtually every public housing authority in the State to discuss extension of public housing for the aged. We have worked with health and welfare councils and other organizations to encourage further development of specially designed housing in public projects. I am proud to say that our energies in that direction have been productive. We also routinely provide consultation to nonprofit organizations on special housing for the aged under the special mortgage provisions of section 231 of the title II National Housing Act (FHA).

The office is the State agency which licenses and supervises nursing and convalescent homes. We represent the Commonwealth in providing certificates of need for nursing homes to the Federal Housing Administration under section 232 of title II, National Housing Act.

Senator CLARK. Mr. Cohen, is your agency then entirely confined to inspection and licensing for the purpose of assuring the maintenance of standards, or do you have any wider function than that?

Mr. COHEN. We have a significantly wider function than that. We maintain a staff that provides and establishes training programs for institutional personnel; we provide special consultation in the fields of recreation, nursing service, institutional administration, and so on, for nursing and convalescent homes.

In addition to that, however, we have broad responsibilities in the development of community services for older people. As Mr. Colby mentioned, the Pennsylvania General Assembly, in the last session, appropriated grant-in-aid funds for political subdivisions to aid in establishing programs designed to keep older people out of institutions.

This is a major step, and we are one of the first States to do so.

Senator CLARK. Do you have suboffices outside of Harrisburg?

Mr. COHEN. Yes, we have offices in Pittsburgh, and in Philadelphia, and I have one staff member who works out of Scranton in the community consultation end of things.

Senator CLARK. And how large of a staff do you have in the office for the aging?

Mr. COHEN. We currently have a complement of 40.

Senator CLARK. And what is your budget?

Mr. COHEN. Our current budget is \$297,296 for the year, with an additional \$216,000 for grants.

Senator CLARK. What sort of grants?

Mr. COHEN. These are the grants to political subdivisions; that is, counties, for services designed to keep older people out of institutions.

This would include homemaker services, day-care centers, foster care homes, caseworkers counseling, and we are seeking to have each county institution district establish a director of adult welfare services, just as we have in the child welfare field.

Senator CLARK. Would you say that both categories of your budget are expended largely for personal services?

Mr. COHEN. That is correct.

The materials developed for the predecessor of the Special Committee on Aging through hearings and through the hundreds of re-

sponses to Senator McNamara's request for observations from leading authorities and agencies made a number of important points:

- (1) Older people need to remain in the mainstream of community life;
- (2) Housing for older people must take into account the special needs imposed by advanced age;
- (3) The Federal Government has a leadership role to exercise through grant, loan, and mortgage insurance;
- (4) Considerable research must be undertaken so that the most effective housing can be developed;
- (5) The supply of good housing for older people should be increased through Federal action; and
- (6) The problems of housing are related to income, urban renewal, health care, racial discrimination, inflation, et cetera.

Senator CLARK. Let me ask you to return to your point 3 for a moment, if you will, which reads that—

The Federal Government has a leadership role to exercise through grant, loan and mortgage insurance.

You are thinking largely in terms of the construction of housing facilities, are you not?

Mr. COHEN. That is correct.

Senator CLARK. You are not thinking in terms of operating expenses?

Mr. COHEN. No.

The work of the committee has already had an impact on Federal programming. The administration has responded vigorously in exercising Federal leadership. The Housing and Home Finance Agency has expanded its programs and led the way in advocating special housing for the aged.

However, for the consideration of the committee, we would like to ask some questions. Are the methods of funneling money into the community for various services as effective as they might be? Are the objectives of the Federal programs being achieved?

The Federal Government is engaged in many programs which directly or indirectly affect attempts to help older people solve their housing problems.

Direct Federal action includes:

- (1) Public housing construction allowances.
- (2) Mortgage insurance programs.
- (3) Direct loan programs.
- (4) Grants for public and nonprofit nursing home construction.

Indirect participation includes:

- (1) Public assistance grant programs.
- (2) OASDI benefit programs.

Of the 2.5 million or so public assistance checks which are received by recipients of old-age assistance each month—

Senator CLARK. In Pennsylvania?

Mr. COHEN. No, that is nationally. A substantial portion of the \$160.4 million paid out goes for rent. Much of this rental allowance is used to pay for substandard housing in urban and rural slums throughout the Nation. Public assistance payments probably represent a major source of the income from which slum landlords derive

their rents. There are two reasons for this: (1) The small amount of money available for rent; and (2) the slum dweller just isn't in a position to get the landlord to maintain a decent facility—to fix the place up when it needs renovations and improvements.

Under the current system of public assistance payments, typically the grant is made to the recipient and he then purchases his housing, food, clothing, and other necessities from it. He can secure only what his own bargaining power allows. No standards are either set or secured for him under ordinary circumstances.

On the other hand, we have developed massive Federal programs to clear the slums, provide public and other types of special housing for the elderly, and furnish interest rate subsidies in the hope that we can solve our housing problems.

There appears to be a contradictory approach here. On the one hand, a lot of Federal money is being spent to abolish slums. But, on the other hand, the Federal Government, through the way it participates in public assistance, is indirectly helping to maintain slums and racial ghettos.

Senator CLARK. Before you go on to that second point, what would be your recommendation for changing this condition to which you refer?

Mr. COHEN. Well, at the risk of flying in the face of what has been a long tradition of the unrestricted grant in public assistance, I would suggest that some serious exploration be made of a possibility of providing vendor payments for housing, permitting vendor payments for housing under public assistance. This would put the local board of assistance, i.e., the counties in those States which have county-administered programs, in the position of having some relationship to a landlord, and being able to insist upon certain standards for the housing it buys in behalf of public assistance recipients.

Under the present scheme, we seem to have a theory of independence which permits the older person to fend for himself, even if he cannot fend at all. I do not believe that this is a true freedom or liberty—the freedom to live in the slum.

Senator CLARK. The conventional objection to your suggestion would, of course, be that this is pushing the welfare state too far, and that individuals in our pluralistic and free society should be permitted to make their own arrangements for rent, mortgage payments, rather than having the all-powerful state act as a guardian.

Mr. COHEN. That is correct. This would be regarded as an affront to the dignity of the individual, as the unrestricted grant permits him to buy his poor housing by himself.

Senator CLARK. Another way of getting at it would be, would it not, a more rigorous inspection and enforcement of building and housing codes by local authorities?

Mr. COHEN. This would be one way of getting at it, yes.

Senator CLARK. We have tried that in Philadelphia, with only moderate success.

The problem of the slum landlord is certainly one that is not yet solved, yet even I recoil a little bit from the increase in bureaucracy which your suggestion would imply.

Mr. COHEN. The second point I want to comment briefly upon involves a facet of a relatively new mortgage insurance program under FHA—the insurance program for nursing homes.

Under the present program, mortgage insurance is limited to private ownership. There is no question but that the availability of 90 percent mortgaging even with the FHA escrow requirements is highly attractive to investors. And this is precisely what the program is attracting—investors.

In Pennsylvania, since the program has made insurance available, we have furnished certificates of need for some 17 homes with a total of 1,578 beds—all of them under private auspices.

I might add, parenthetically here, that I have on my desk a request for a certificate of need in one community from one developer for a thousand beds in three homes. That is not included in the 1,578 cited here.

Typically, the proprietary facility will have no affiliation with a social agency, will not provide casework and counseling, groupwork services, or major programs in activities of daily living, restorative services, or recreational therapy.

Senator CLARK. What would be the price range of the facilities this group would intend to furnish? Would this be for low-income, or moderate-income, or relatively well-to-do older people?

Mr. COHEN. Typically, these facilities will provide for the relatively well to do. This is going to be the \$70, \$75 a week and up group, and I might point out that points up a major fallacy in the program and the approach to a certificate of need.

The need is based upon the market as a whole, without reference to the segments of the market.

What is the need for Negroes in the community? Are there homes, nursing home beds, available for Negroes? Are there nursing home beds available for the public assistance recipients, or for the moderate income group? And so on.

Senator CLARK. This is the problem which confronted the Housing Subcommittee on which I have also served in the last few years, in terms of housing for the elderly as distinguished from the nursing home.

We felt, and were finally able to establish, that the FHA program only took care of the higher income half of the elderly. The bottom half, which desperately needed facilities, was not being cared for by FHA housing for the elderly at all. For this reason, we enacted the direct-loan program in the act a year ago. You now point out the same thing is true with respect to the nursing home.

Mr. COHEN. It has been our observation that new nonprofit facilities typically arrange for these services; that is, the services of casework, counseling, groupwork services, and so on, that I cited. However, methods of financing impose substantial handicaps on nonprofit organizations.

It seems to me that we have to ask ourselves: Is the Federal Government doing all it could, through the insurance program, to encourage improved nursing home care? Or is it actually limiting its influence here by limiting insurance coverage to private facilities, to that category of nursing homes that usually lacks the kind of programs older people need?

Some other questions that arise are:

(1) Are the new beds available only to the wealthy or are they available to the poor as well?

(2) Is there as apt to be an effective open occupancy policy under private as under nonprofit auspices?

(3) When research produces new techniques, will proprietors be willing to cut profits to incorporate them if such is indicated?

Senator CLARK. Do you feel that it is improper to have proprietary nursing homes which do confine their accommodations to the relatively affluent elderly, or do you think the whole thing should be put under Government supervision and nonprofit financing?

Mr. COHEN. Now, I see no reason why there should be limitations placed upon the development of proprietary facilities. However, I am not sure that this is the pattern of care that will produce the best health care for the Nation.

I do think that there are times when the profit motive does get in the way. I would say that perhaps our experience with hospitals provides a good parallel. There is room for the proprietary hospital, and some of them are very excellent. However, I am not sure that this will always produce the best care.

In some cases it might, but I think there are better chances under nonprofit auspices.

Senator CLARK. But congressional theory, I think, in the nursing home area, was similar to that in the hospital area, feeling that the Hill-Burton Act would take care of the nonprofit groups.

Do you find that that is the case in Pennsylvania?

Mr. COHEN. Oh, no, the amount of money that is available for nursing home construction under Hill-Burton is extremely limited, and in Pennsylvania the grant is limited to one third. In some States, it is a little better than that, but this is a very severe limitation.

In Pennsylvania, we have attempted to channel most of those Hill-Burton moneys into the public facilities, which we think is sound. But the nonprofit facility definitely needs to be strengthened, and they have no place to turn. They have to go out and raise their money through public subscription, or conventional financing, and this imposes tremendous burdens.

It is unrealistic to expect that the best nursing home programing can be secured solely through inexpensive financing and State agency policing. Good nursing home programs need inexpensive financing and management under auspices whose primary, if not sole, objectives are the provision of good nursing home care. Policing, even the best policing with consultation and education, secures compliance with minimum standards, or sometimes a little above.

The fact of the matter is that the private nursing home business has not produced the advances in nursing home care; it has not produced the modern techniques of caring for the chronically ill; and it has not conducted research or produced innovations in management, architectural design, or other phases of nursing home care.

Senator CLARK. It is often suggested that you could not find trained personnel to staff these nonprofit nursing homes, that you need the inducement of the profit motive in order to get people to finance and to work in these institutions.

What has your own experience been in that regard?

Mr. COHEN. The Attorney General of the Commonwealth has just issued an opinion which states that the minimum wage law passed in the recent session of the General Assembly applies to proprietary nursing homes. It is a dollar an hour.

There is one heck of a squall and squawk that is going up now because of that.

I do not believe that the proprietary nursing home is attracting the trained personnel. We have a small percentage of the proprietary nursing homes that provide registered nurses around the clock. You are much more apt to find this in the public and the nonprofit facilities.

Senator CLARK. You mean, you are much more apt to find better and higher level care?

Mr. COHEN. Absolutely.

One of the major improvements which can be made in current FHA programing is extension of section 232 of title II of the National Housing Act to include nonprofit sponsors. Furthermore, an intensive program of stimulation of nonprofit organizations should be undertaken by the Housing and Home Finance Agency.

In addition, FHA should develop stringent requirements regarding the incorporation of program elements as well as architectural elements for private and nonprofit sponsors. Finally, the policymakers and planners must not repeat the errors of the past and assume that new buildings, even those that are well designed, will solve the nursing home dilemma. Building programs by themselves have not been the answer in mental illness. They are no more the answer in chronic illness.

Housing programs for the elderly should not be undertaken as divorced as they have been from programs of social service. If housing is to be an effective instrument in solving people's problems, it must rely on a network of professional social services. And we need administrative arrangements which make it possible to place an older person in a situation which permits him to live in the community at the outer limits of his capacity. This involves more than the type of shelter. It means making an adequate living plan to meet all the requirements of advanced age.

In summary then, we have two recommendations:

(1) Our programs of direct and indirect Federal action on housing the elderly should be subjected to joint review. We need to determine whether all Federal moneys for financing housing, including public assistance funds, are being used to achieve a common goal; and

(2) FHA programs for insuring nursing home mortgages should be enlarged to insure mortgages of nonprofit sponsors. Basic policy on development of nursing homes should be carefully reviewed to determine whether we are developing a system of nursing home care with greatest potentials.

Senator CLARK. Thank you very much, Mr. Cohen. We always appreciate hearing from you.

Mr. Daniel Rogers, director of the bureau of community development?

**STATEMENT OF DANIEL ROGERS, DIRECTOR, BUREAU OF COMMUNITY DEVELOPMENT, PENNSYLVANIA DEPARTMENT OF COMMERCE, ACCOMPANIED BY WILLIAM GOOD, CHIEF, HOUSING AND REDEVELOPMENT DIVISION, BUREAU OF COMMUNITY DEVELOPMENT**

Mr. ROGERS. Senator Clark, my name is Daniel Rogers, and I am the director of the bureau of community development, Pennsylvania Department of Commerce, and I have with me William Good, who is chief of our Housing and Redevelopment Division.

Unfortunately, Mr. Jones, who is the deputy secretary of commerce, and acting as secretary of our department, has to be in Washington today, and could not make this statement personally, but he asked me to give his regards to you, Senator.

Senator CLARK. Thank you very much. Your prepared statement will be printed in full in the record at this point.

(The prepared statement of Mr. Rogers follows:)

**PREPARED STATEMENT OF DANIEL ROGERS**

I am representing the department of commerce in the absence of our acting secretary, Mr. J. Eric Jones. Mr. Jones would very much like to be here personally and extends his wishes to you that the utmost benefits flow from current series of hearings on problems of the elderly.

Our own testimony deals with housing problems of the elderly, and I would like to start by pointing out that these housing problems must be considered in the whole complex of living that the elderly face.

I would also like to introduce new terminology. "Elderly" brings to mind a little old lady in a white cap; "aged" raises the picture of an old man, hobbling slowly down the street. Neither of these connotations apply to more than a small fraction of the group about which we are speaking. For this reason I propose to use the term "65-plus" in dealing with the situation that I am discussing today.

The principal factor which characterizes the 65-plus from those of younger age groups is that, after a lifetime of training to participate in, and engaging in, the social and productive activities of his world, suddenly, like turning off an electric light, he is ejected from this environment on his 65th birthday. At 64 years, 11 months he was an essential member of the community; at 65 years, 1 month later, he is cut off, cast out from the place he had spent a lifetime making for himself. He can only view his future as an existence without meaning. That these 65-plus are bewildered and lost is not surprising. Anything that can be done to give the activities of the 65-plus group substance and meaning will permit them to continue to contribute to society, make life worth living for themselves, and add a vital force to the community in which they live.

A second overall factor which applies to the 65-plus group is a sudden and drastic reduction in income. In 1957 the median income of Pennsylvania men who had incomes, and who were aged 65 and over, was \$1,400; the corresponding figure for women was \$564. Another 22 percent of the men, and 61 percent of the women, had no income at all. The median income for urban families in this age bracket is somewhat brighter, inasmuch as this includes incomes of both husband and wife. In 1958, this income was \$3,124.

So we have here a group of citizens who are suddenly made surplus to the dynamics of the community, and are simultaneously reduced to a minimum of income. This is the group, the 65-plus, for whom we are discussing the problems of housing.

The 1960 census of population tells a lot about the size of the 65-plus group and its relative position in Pennsylvania. In 1953 the population of the State stood at 10.5 million, in 1960 it was 11.3 million, an increase of 8.5 percent. In 1950 the 65-plus population was 0.9 million; and in 1960 it totaled 1.13 million, an increase of 27 percent. During the decade 1950-60, the 65-plus group increased three times as fast as the entire population in the State, and increased from 8.4 percent of the population to 9.9 percent. It may also be pointed out

that the 65-plus group now constitutes 15 percent of the population aged 21 and over.

In any discussion of housing, it is as important to know where the changes in the potential demand are taking place as to know the size of the potential demand. In the past decade, the 65-plus group residing in urban areas increased 33 percent, while the 65-plus group in rural areas increased 13 percent. It appears, therefore, that not only is the 65-plus group increasing as a percentage of the population, but also that the increase is taking place in urban areas at more than two times the rate that it is taking place in rural areas. We also find, from other studies, that the housing problems of 65-plus group tends to become more acute as localities in which they reside increased in size. It may be assumed, therefore, that the housing problems of this group are intensifying.

There are now available a number of programs designed to meet the housing needs of this segment of the population. I am only outlining the major programs and not going into more specialized programs offered for specific services, such as nursing homes, which are needed by some in the 65-plus bracket. The major Federal programs are all operated within the Housing and Home Finance Agency. The State program, which is now coming into being, is operated by the Pennsylvania Housing Agency.

The Federal programs are the low rent public housing program, administered by the Public Housing Administration; the direct loan program, administered by the Community Facilities Administration; the mortgage insurance program, administered by the Federal Housing Administration.

The essential differences between these programs are the differences the debt service charges and the corresponding differences in the rent required to meet these charges. These different debt service charges can make a substantial change in the rents.

Under the low rent public housing program, the annual contributions contract entered into between the local housing authority and the Public Housing Administration provides for an annual grant which, if needed, may be sufficient to absorb all of the debt service. The direct loan program provides loans up to 100 percent of the costs, on 50-year mortgages, and are available at 3½ percent interest. The insured mortgage program provides insurance on mortgage loans made by private lenders up to 100 percent of the costs on 40-year loans at 5¼ percent plus one-half of 1 percent insurance, making a total of 5¾ percent.

The regulations applying to these various means of financing, of course, contain a number of other requirements which vary in accordance with the purposes of the program and the policies of the administering agencies. The State program, which will be started shortly in the demonstration and exploratory phases, will probably not become an effective factor in providing housing funds for several years. It, too, is a program designed to reduce the debt service for housing purchased by middle-income families, which includes many of the 65-plus group, or designed as rental facilities for the 65-plus group. In advance of actual experience it can only be estimated that this program may provide funds for rental housing at an interest rate somewhere between that for direct loans, 3½ percent, and the interest rate for FHA-insured loans, 5¼ percent.

It will be noticed that all these programs are designed to assist in providing housing for the 65-plus group by reducing the monthly costs of housing to them through different financing formulas. In this regard the programs have demonstrated their worth. Housing costs, that is, rents, have been reduced to somewhere between \$20 and \$30 a month for public housing, and range up to \$450 a month for luxury housing. Dollarwise it would appear that the programs available meet the span of the buying potential of most of the individuals and families in this segment of our population.

The direct loan program and the principal mortgage insurance program were added to the housing statutes by the Housing Act of 1959. The provision low-rent housing specifically designed for the elderly was authorized by the Housing Act of 1956.

From the authorization of the direct loan program in 1959 to September 30, 1961 there had been applications made for direct loans for 179 projects containing 16,763 dwelling units; construction had been started on 10 of these projects containing 480 units, and 1 project, containing 30 units, had been crippled. These are figures for the entire United States.

As of the end of July 1961—just 4 months ago—applications had been made for mortgage insurance on 168 projects containing 21,311 dwelling units and commitments had been issued to cover 118 projects containing 13,914 dwellings. Those figures are for the entire United States and for the total period, too.

In the low rent public housing program, applications had been made covering 20,524 dwelling units between August 7, 1956, and July 31, 1961.

The total number of dwelling units covered by applications received from the entire country in 5 years is 58,598. Even when it is noted that two of these programs were in operation only 3 years, the record is not very impressive—especially when it is recalled that there are more than 16 million persons aged 65 and over in the United States and more than a million persons over 65 years of age in Pennsylvania alone.

When the plenitude of aid offered by three going Federal programs is compared with the paucity of use that has been made of them, it is evident that somewhere there are areas of action beyond the financial aspects of the problem that are not being met. With the State prepared to move into this area with its own program, it would appear that these remaining needs reside elsewhere. We believe that these areas of neglect are (1) at the local level and (2) at the Federal level.

The big gap at the local level is the lack of a conveniently located office in each county, and one or more in each large urban area, to serve as an information center on programs available to assist the 65-plus group; a center that would provide advice, guidance, and directions to enable the applicant to turn directly, and with some understanding, to the agency charged with administering the program that can help him. There are in Pennsylvania, according to the information assembled by the office for the aged in the department of public welfare, at least 255 organizations of 65-plus members. These organizations are located in 42 counties; but nowhere, as far as the State records go, has a central office been established to service 65-plus groups. As we see the picture, there is no reason why such an office or information center should not be manned on a voluntary basis by people in the 65-plus group, although it does appear that the local sources could well afford to finance the venture: contribute rent for the space occupied, provide light and heat, telephone service, necessary office equipment, postage and stationery. Put the whole budget at three to five thousand dollars a year, and it does not appear to be an enormous expenditure on behalf of a group which constitutes 10 percent of the population and represents 15 percent of the voters.

We propose that the 65-plus group man this office for several reasons: (1) They become much more intelligent about what can be done and the limitations under which the various administrative agencies operate. (2) It gives the individuals involved an occupation in which they are vitally interested and which uses their energies in a useful and effective manner. (3) The one thing the 65-plus group has in surplus is time, and time is the principal requirement for manning such a center, and, finally (4) it becomes something the 65-plus are doing for themselves: they are no longer without significant purpose; they are active partners in a process and have some control of their destiny. They once again have a place and a status in the social processes.

As the situation stands now, every retired man's club or golden glow club or golden age club or happy hour club flounders around by itself every time its members find that they are being pressed to meet their housing requirement, or are called upon to assist their members to obtain housing accommodations. Individually they come around with the same questions, and generally they are lost as they try to follow the intricacies necessary to arrive at brick and mortar housing through the media of any of the housing programs open to them.

We recommended seriously in the Pennsylvania report to the President's Conference on Housing last January that a local center to disseminate information, and also to collect local data and coordinate local programs, was very much needed, and we repeat that recommendation today.

On the national level the need is of a different character. Whereas up to this point we have been considering housing as part of the problem facing members of the 65-plus group, on the national level we are considering housing for the 65-plus group within the context of the entire housing picture. We do this because it is only as part of the whole housing activity that the housing problems of any group can be solved.

The population of the United States is estimated to increase by 85 to 100 million persons within the next 20 years. An annual housing production from 1.25 to 1.5 million dwelling units would be required to take care of this increase without taking into account the loss of dwellings that are worn out, those that are eliminated to accommodate new highways, and the removal of those torn

down as part of the urban renewal programs. When all of these factors are considered, the total national housing production that will be required approaches 2 million units a year. In the face of this need approximately 1 million units were produced annually during the 1950's, and only once has 1.5 million units been produced—that was in 1959. This year the housing production is going ahead a rate of about 1.25 million dwelling units.

Although our housing production, measured on a national scale, is considerably less than is required to meet the national need, we are confronted with another fact of housing production which tends to limit the annual output: that is the increase in the price for houses as production is increased. Every time, as after the World War and again after the Korean conflict, when there was a sudden demand for housing and boom in production, the prices of housing went up rapidly, too. The phenomenon is not difficult to explain. With the increased market for housing, builders started more and more units, made greater demands for skilled labor, and heavier demands for materials. In this sellers market the prices naturally went up. The Boeckh index for housing construction costs that stood at 48.9 in 1939 was at 137.4 in 1959 and at 139.7 at the end of July in 1961. According to a study made the National Bureau of Economic Research, building costs (using constant dollars) have increased 500 percent since 1890, whereas the general price increase has been 220 percent. There is no evidence that this increase in building costs is diminishing. On the contrary, the present level of costs indicate that, as in the past, when production increases, the price of housing may be expected to increase also. That record may well continue. This assumes, of course, that construction, too, would continue in the conventional manner, and that the full potential of industrial processes would not apply to home building.

That brings us to the point where a housing need that can only be supplied by the Federal Government can be spelled out.

The national housing program needs a full-scale, basic research operation on the Federal level to provide more information, more facts, more experimentation, and more leadership.

There is no endeavor here to outline the full scope of research needed in the housing field, and only to identify some of the items of research that are immediately applicable to housing for the 65-plus group. These readily evident items that require research are grouped under three headings: (1) Additional statistical information; (2) problems of housing costs; and (3) problems in the social and political environs in which housing exists.

First, in the area of information, the census of housing that will be available next year will provide, in addition to the count of the number of persons in various age brackets, information concerning number of persons in various income brackets, information concerning size and condition of dwelling units, and information concerning a variety of household equipment. It will not tell us how many persons of families in a particular age bracket fall within particular income brackets, or the size and condition of the housing which these families or persons occupy. When we deal with housing for the aged, it is particularly important that we know, statistically, how the age of the householder, his income, and his housing circumstances fit together.

Also, and this is information that cannot be derived from the census, although it is generally accepted that there is a special need for housing for the 65-plus group, by no means do all of this group require special housing; that is, housing designed for the semi-infirm. We need some measure of this need for special housing.

Further, the information we now have doesn't tell us anything about what the 65-plus group itself wants or needs to provide a full life for its members, or what the function of housing is in this whole gamut of requirements.

It is to be hoped, of course, that the local information centers recommended earlier would constitute local centers around which these desires and social and psychological needs would be crystalized and find expression in forms that would permit their adoption within programs as they currently exist or may be modified.

Second, the question of housing costs, research is needed into construction methods and materials, into ways to reduce operating costs, and into ways to adapt industrial processes to the production of a house. There is a tremendous amount of research being carried on now by different industries within the housing field, research into insulation, into heating systems, into roofing materials, research concerning almost any building product that can be mentioned and into

new products, but there is no research that deals with the whole house and with the house as a permanent component of the urban or rural social physical complex. Only the Federal Government can conduct such research.

Third, there is the area of research into the social and political environs in which housing exists. For example, the zoning ordinances have been enacted or are being adopted all over the country which are sorting out and separating into an orderly pattern various parts of our urban complex. In these zoning systems there is generally an A-1 residential zone, which specifies free standing, single-family houses. Assume such a house being purchased by a man and his bride, two people occupy it. Ten years later they have acquired 8 children and 10 people occupy that house. Twenty years later the last child has left home and two people again occupy that house and are looking forward to becoming members of the 65-plus group. But the home in which they lived and reared their family, and where they would like to stay, may still only be occupied by one family. The A-1 zone prohibits the conversion of that house into a 2-family structure and using that same house, which once provided housing for 10 people, to provide for 4 people. This is but one example. A lot of study is needed to ascertain the effects of flexible zoning provisions on housing for the 65 plus, and on modifications that could be made with advantage to permit people to remain in their own homes in their later years.

Another item for investigation in this area is the impact on land uses of the prevailing method of assessing real estate for tax purposes. Generally, both the land and the improvement are included in the assessment, a system which a number of proponents of change have insisted has serious deleterious effects on the ways in which land is being used, and have charged that it is also a causative factor in the rapid deterioration of our cities. A serious investigation should be made of the impact of various alternatives: either basing the assessment on land value alone, or on land and improvement as presently prevails, or on the improvement alone to ascertain what the probable outcome would be, and what the overall effect on our urban and rural development would be.

A third point of investigation in the social and political category would be a study of the multiplicity of local government and taxing agencies which now have jurisdiction over the same urban areas, and the results on the development of these areas growing out of this complexity.

A few of the phases which should be investigated in a broad research program sponsored and conducted by the Federal Government have been outlined here. There is already authorization in the Housing Act for a basic research program. It was placed on the books in 1948, expanded in 1949, and terminated by refusal to appropriate funds in 1953. The program was liquidated in fiscal 1954. But the authorization is still there, and the need still exists.

In this past year, the Congress appropriated \$350,000 for research. One of the five projects undertaken is a study of the need and the market for housing for the elderly.

We need that information; it was implicit in the outline of needed research given above. But we also need a great deal more: we need a broad program of basic research into a great many facets of the housing problem and the urban and rural land-use problems with which housing is inextricably interwoven.

Mr. ROGERS. I will summarize the principal points of the statement.

We referred to this group as the "65-plus group" in order to avoid misconception in some of the terms such as aging, and senior citizens, and so forth.

In analyzing some of the factors about this group, we look at the income of it, which is in Pennsylvania way below the income of the working portion of the population.

In 1957, the median income of Pennsylvania men—that is, those that had incomes—over 65 was \$1,400, and the corresponding figure for women was \$564.

Another 22 percent of the men, and 61 percent of the women, had no income at all.

The median income for urban families in this age bracket is somewhat higher, inasmuch as this includes incomes of both husband and wife.

In 1958, this income was \$3,124, and I believe the median income of the general working population of Pennsylvania is well up in the \$4,000 bracket. I do not have that figure here.

We have a group of citizens who are suddenly made surplus. In 1960, the census of population tells a lot about the size of this group and its relative position in Pennsylvania.

In 1950, the population of the State stood at 10.5 million. By 1960, it was 11.3 million, an increase of 8.5 percent.

However, the 65-plus population increased from nine-tenths of a million to 1.13 million, an increase of 27 percent, or 3 or 4 times the general population.

During this same decade, this 65-plus group increased three times as fast as the entire population of the rest of the State.

In my discussion of housing, it is as important to know where the changes in the potential demand are taking place as to know the size of this potential demand.

In the past decade, the 65-plus group residing in urban areas increased 33 percent, while in the rural areas it increased only 13 percent.

It appears, therefore, that not only is the 65-plus group increasing as a percentage but also that the increase is taking place in urban areas at a rate more than two times that in the rural areas.

We also find from other studies that the housing problems of this 65-plus group tend to become more acute as the localities in which they reside increase in size, so that it may be assumed that the housing problems of this group are intensifying with the population explosion.

That is enough on this group.

On the programs to help the group, I am only going to outline a few of the major programs and some of the Federal programs have already been mentioned in other reports this morning.

Of interest to us is the State program, which is administered or expected to be administered, at least, indirectly through our Department.

The Bureau of Community Development is responsible for a middle income housing program that operates about 37 projects throughout the State now. These are middle income rental projects, designed originally to help veterans of World War II and now the occupancy is open and some of them are getting some elderly families.

The rents of these projects range around \$60 to \$65 average net monthly rental, and this is, of course, above the income needs of much of this 65-plus group, unfortunately.

There is another program the general assembly passed at the session before last, what was known as Act 621, or the Pennsylvania housing agency law.

We have a demonstration project lined up to start in the very near future to put this law into at least limited action to see if we cannot put sales housing on the market available to families of lower income, regardless of their age grouping, and this act provides for a special section for aiding the aging group, regardless of whether they want rental or sales housing.

The Federal programs, mentioning briefly, are the low rent public housing program, the direct loan program, and the mortgage insurance program. These are all designed to decrease debt service charges or to make a substantial reduction in rents.

Under the low rent public housing program, the annual contributions contract entered into between the public housing authority and the Housing Administration provides for an annual grant which, if needed, may be sufficient to absorb all of the debt service.

The direct loan program provides loans up to 100 percent of the cost on 50-year mortgages and are available at  $3\frac{3}{8}$ -percent interest.

The insurance mortgage program provides insurance on mortgage loans up to 100 percent of the cost on 40-year loans at  $5\frac{1}{4}$  percent, plus one-half percent insurance, making a total of  $5\frac{3}{4}$  percent.

It will be noticed that all of these programs are designed to assist in providing housing for the 65-plus group by reducing the monthly cost of housing through different financing formulas.

In this regard, the programs have demonstrated their worth. Housing costs, that is, rents, have been reduced to somewhere between \$20 to \$30 a month for public housing, as against a range of up to \$450 a month in some places for luxury housing.

Dollarwise, it would appear that the programs available to meet the span of the buying potential of most of the individual families in this land of ours have been provided. But when the plenitude of aid offered by the Federal programs is compared with the paucity of use that has been made of them, it is evident that somewhere there are areas of action beyond the financial aspects of the problem that are not being met. With the State prepared to move into this area with its own program, as I mentioned a minute ago, it would appear that these remaining needs reside elsewhere. We believe that these areas of neglect are (1) at the local level and (2) at the Federal level. The big gap at the local level is the lack of a conveniently located office in each county, and possibly one or more in each large urban area, to serve as an information center on programs available to assist the 65-plus group.

This would be a center that would provide advice, guidance, and directions to enable the applicant to turn directly, with some expectation of real understanding, to the agencies charged with administering the program that can specifically help him.

There are in Pennsylvania, according to the information assembled by the office for the aged in the department of public welfare, at least 255 organizations of these 65-plus people. These are located in some 42 of 67 counties, but nowhere does there appear to be a central office established to service the 65-plus group.

As we see the picture, there is no reason why such an office or information center should not be managed on a voluntary basis by people of the 65-plus group.

It does appear that the local sources could well afford to finance the venture.

The rent for the small space provided, a little light and heat, telephone service, would put the whole budget at three to five thousand dollars a year.

We propose that the 65-plus group man this office for several reasons: (1) They become more intelligent and informed about the programs and limitations and the various agencies that operate in this field, and (2) it gives the individuals an occupation in which they are vitally interested and uses up their energies in an effective and useful manner.

One thing that this 65-plus group has is plenty of time, and time is the principal requirement for manning such a center. Therefore, we can accomplish two things simultaneously: we provide the 65-plus group a service and we provide them an occupation.

We recommended seriously in the Pennsylvania report to the President's Conference on Housing last January that a local center to disseminate information, and also to collect data and to coordinate local programs, was very much needed, and we repeat that recommendation today.

On a national level, the need is of a different character. The population of the United States is estimated to be increasing by some 85 to 100 million persons within the next 20 years, and annual housing production of from 1.25 to 1.5 million dwelling units would be required to take care of this increase without taking into account the loss of dwellings that are worn out, eliminated to accommodate new highways and other improvements, and the removal of those torn down as part of the urban renewal programs.

When all of these factors are considered, the total national production that will be required approaches some 2 million units a year.

In the face of this need, approximately 1 million dwelling units were produced during the fifties, and only once during that period was as much as 1.5 million produced, that being in 1959. This year—that is 1961—the housing production is going ahead at a rate of about a million and a quarter units.

Senator CLARK. Of course, not much of that is for the elderly; is it?

Mr. ROGERS. No; it is not, sir.

As I pointed out, the housing production on a national scale is considerably less than required to meet the national need. This is not difficult to explain. Every time we have a war, the cost of producing housing increases, the market increases; and with the increased market, builders start producing more units, and we get into a cycle of increased costs. As evidence, the Boeckh Index for Housing Construction Costs stood at 48.9 in 1939 and was up to 137.4 in 1959, and had risen to 139.7 by the end of July 1961.

According to a study made by the National Bureau of Economic Research, building costs, using constant dollars, have increased 500 percent since 1890, against a general price increase of about 220 percent, and there is no evidence that the increase in building costs is diminishing.

On the contrary, the present level of costs indicate that as in the past, when production increases, the price of housing may be expected to increase also.

This brings us to the point where a housing need that can be supplied by the Federal Government can be spelled out. The national housing program needs a full-scale, basic research operation on the Federal level to provide more information, more facts, more experimentation, and more leadership.

Now, Senator, we are talking about general housing now, not housing for the 65-plus group, and realize that providing housing for everybody is going to help provide housing for much of this group. You have got the special programs, but you have got a need for general housing, which we are trying to spell out here.

Senator CLARK. Well, I think the real difficulty with the approach you are taking is that it does not take the economic factor adequately into consideration.

The testimony we have heard so far all over the country is almost unanimous that the elderly as a group do not have the resources to supply themselves with decent housing.

Now, if you merely increase the number of FHA-insured single houses selling at \$15,000 to \$25,000, you conceivably could go up to the point where you had 2 million housing starts a year, but that is not going to help the elderly people. I do not see that there is much connection.

Mr. ROGERS. Well, one of the reasons for this research program is to try to bring down the cost of houses. I am getting into that here.

Mr. GOOD. May I point out, Senator, as long as you build houses by a private enterprise, which you do, and you hire bricklayers, carpenters, plasterers, and so forth, they get the same rate, whether that house is intended for the elderly or a family of the middle income. The price of the house finally produced is the same. Unless we can reduce that price of the house, the limited income of the elderly will be stretched farther and farther as the price of that house increases. Therefore, we recommend primarily a basic research program to cover that point, and a number of other points as well.

Senator CLARK. This is a problem we have been wrestling with for the last 15 years. Research has not produced much yet in the light of economic conditions, labor conditions, building materials, and building codes. We just seem to go around in a circle.

My only comment was to indicate that we might easily get 2 million new housing units a year, which I agree thoroughly with you, are badly needed, and yet we would not have helped the problem of housing for the elderly at all, because the housing would be out of their income range.

Mr. GOOD. The housing for the elderly, sir, would be built as a part of the entire housing production.

Senator CLARK. Well, this is argument.

Would you proceed, Mr. Rogers?

Mr. ROGERS. Well, we have provided the three areas that we think are necessary; firstly, statistical information; secondly, problems of housing cost, and thirdly, problems of the social environment in which housing exists.

Now, I could amplify each of these, if you wish, but it is in the report.

Senator CLARK. I have seen it there, and I do not think you need to. It is all very interesting.

Mr. ROGERS. Another item for investigation in this area is the impact on land uses of the prevailing method of assessing real estate for tax purposes. This is not only tied in, of course, with the problem at hand, we think it is a big factor in the creation and preservation of slums.

Senator CLARK. No doubt of it.

Mr. ROGERS. In fact, we have a report put out by the Department of Internal Affairs of the Commonwealth of Pennsylvania.

Senator CLARK. You see, all we have done so far is to attack the financing cost. We have gone to great lengths to get down the cost

of financing construction of a house through longer terms of mortgage and lower rates of interest, but we have not really done much of anything in terms of building materials, prefabrication, and so on.

I saw a lot of that going on in Europe. Quite interesting, what they are doing over there.

And we have not attacked labor costs, or attempted to get any kind of automation.

We have done a lot of research but nothing seems to happen.

Mr. Good. Certainly, sir, that is because a lot of your research is carried on by private concerns interested in promoting their own product.

What is pointed out in this report is we need a research program developed to attack the problem of the whole house, not only the house as a building but as an element of the economic unit in which it exists. It is a part of the housing cost.

Senator CLARK. That is an interesting suggestion.

Mr. Good. The Federal Government is the only agency that we know about that is able to undertake that type of research.

Senator CLARK. Mr. Sundquist has a question here, which I will ask for him.

Why does not the Commonwealth of Pennsylvania do this research, instead of passing the buck to the Federal Government?

Mr. ROGERS. We have undertaken some research programs with Federal aid in the demonstration project field, but to answer a question like Mr. Sundquist's, would go a little too far into political science for our resources at this meeting.

Senator CLARK. I think it is more a question of tax resources; is it not? You have not got the money.

Mr. ROGERS. Our communities are getting assistance at a higher level than almost any other State, but we cannot attempt to do research in both directions. This is a problem that concerns more than just the Commonwealth of Pennsylvania. It is a problem that extends outside our border, and it is involved in interstate commerce. Materials that we use in Pennsylvania are not produced here, necessarily, and I think it becomes a problem that is beyond the State level.

Senator CLARK. Thank you very much, sir.

Our next witness will be Mr. Joseph Healey, representing Mayor Howard of Carbondale.

Mr. Healey is director of the Carbondale Redevelopment Authority.

We are happy to have you here, Mr. Healey.

**STATEMENT OF JOSEPH HEALEY, EXECUTIVE DIRECTOR, CARBONDALE HOUSING AUTHORITY, APPEARING FOR HON. FRANK HOWARD, MAYOR OF CARBONDALE, PA.**

Mr. HEALEY. Senator Clark, I am Joseph Healey, executive director of the Carbondale Low Rent Public Housing Authority.

The population of Carbondale is 13,569 people. We are presently operating 76 low-rent public housing units, located on two sites in the hilly sections of the city.

Eleven of these units are occupied by the elderly; all desire a more central city location; 74 additional units are to be built in 1962; 32

of these units are to be reserved for the elderly, located in central city near churches, shopping area, post office, State clinic, library, park, social security office, department of welfare office, hospital, and ambulance service.

All units are to be located on ground floor. No steps, ample hand-rails, alarm bells, bracket lighting, convenient switches, plugs and outlets, nonslip floors, seat in bath, and grab bars in bathroom.

Community space of 964 square feet is to be made available for elderly groups for meetings, social functions, recreation, arts, and crafts.

Space is to be partitioned, so rooms may be available for clinical space, interviews, et cetera.

The Public Housing Administration and the local housing authority build the units and supply management regulations, but other inducements to the elderly tenants to take advantage of their new environment must be made to improve their way of living with the cooperation and help of the following:

- (1) Visiting nurse—for home care of the sick.
- (2) Welfare council.
  - (A) Personal and family problems.
  - (B) Emergency relief.
  - (C) Homemaker service.
  - (D) Casework, legal aid.

Senator CLARK. Now let me interrupt you for a minute, and ask you, Mr. Healey, who in your judgment should furnish these services? Who should pay for the visiting nurse? Is this a Community Fund undertaking, in your judgment?

Mr. HEALEY. Well, the State visiting nurse we had in mind, sir.

Senator CLARK. How about the welfare council? Would that be Community Chest?

Mr. HEALEY. Well, we are going to try and get them interested. This is new. We have not started it yet. We intend to try to get the cooperation of the local service clubs to help provide equipment for this community space, and to have adequate planning for the leisure time of elderly tenants, vocational activities, arts, and crafts.

Also the senior citizens club for recreation, music, hobbies, et cetera. The local home economics students are to prepare midday meals periodically at community space.

Some of these agencies have been contacted and a willingness to cooperate with the housing authority has been received.

Senator CLARK. Mr. Healey, have you any idea what the rents will be in this new project?

Mr. HEALEY. Well, of 39 families interviewed and certified so far, we will average \$31 a month rent per unit.

Senator CLARK. With or without heat?

Mr. HEALEY. All utilities furnished.

Senator CLARK. What do the units consist of?

Mr. HEALEY. Eight efficiency units, and the balance would be one-bedroom units.

Senator CLARK. Each would have a bath?

Mr. HEALEY. Yes, sir; every one.

Senator CLARK. And some, at least, rudimentary cooking facilities?

Mr. HEALEY. All electric cooking for the elderly.

Senator CLARK. Central heating?

Mr. HEALEY. No, sir, individual, forced warm air heat.

Senator CLARK. Now, in your opinion, will the existing units in Carbondale of which you spoke, plus the new units that you intend to build next year, take care of the needs of the elderly population of Carbondale?

Mr. HEALEY. I do not believe so.

Senator CLARK. Do you have any estimate of the need?

Mr. HEALEY. Well, right now, we will build 32, and have 39 families that could go in immediately.

Senator CLARK. Do you expect you will have a waiting list?

Mr. HEALEY. Yes, sir.

Senator CLARK. Do you presently have a waiting list for your existing units?

Mr. HEALEY. Yes, sir.

Senator CLARK. Can you give us any measurement of the waiting list?

Mr. HEALEY. Well, of the 74 units to be built, we could fill them tomorrow, if they were ready.

Senator CLARK. Right now, what is your waiting list for your existing units?

Mr. HEALEY. Approximately 150 families.

Senator CLARK. Would you be willing to hazard a guess as to how many units of housing for the elderly you would need to take care of the existing requirements of Carbondale old folks?

Mr. HEALEY. I would say 50 more.

Senator CLARK. Well, you are within striking distance of taking care of your need, then?

Mr. HEALEY. Yes, sir.

Senator CLARK. Thank you very much.

Mr. Stephen Angell, executive director of the Lehigh County Community Council, Allentown, Pa.

#### STATEMENT OF STEPHEN ANGELL, EXECUTIVE DIRECTOR, LEHIGH COMMUNITY COUNCIL, ALLENTOWN, PA.

Mr. ANGELL. My name is Stephen Angell. I reside at 210 South Fulton Street in Allentown, Pa. I am executive director of the Lehigh County Community Council and, I might add, also a lecturer in social welfare at Muhlenberg College.

I wish also to convey the regrets of Mr. Horace Geary, who was invited to attend this hearing, but due to illness in his family, could not do so, and Mr. Harold M. Covert, Jr., who, because of his business affairs, also could not attend.

The Community Council is the organization in Lehigh County principally responsible for analyzing social and health problems, recommending how these problems can be more effectively dealt with by using existing resources or by establishing new needed facilities. The organization also carries responsibility for coordination of local health and welfare services, consultation to local groups on matters of standards and problems in operation and responsibility for interpreting to the community facts concerning social and health problems

that exist and ways and means of effective action to prevent or ameliorate these problems.

The Community Council has not made any direct surveys pertaining to housing for the aging. We have recently completely, however, a survey of the older worker in our community and in preparation for the White House Conference on the Aging, we coordinated efforts to gather together community opinion relative to various needs.

One of the subcommittees in this effort directed its attention to housing. This subcommittee gathered in a limited time and largely from secondary sources pertinent information and came to the conclusion that there was substantial need for low-priced housing units for the elderly in Lehigh County.

In arriving at this conclusion, they attempted to ascertain what was presently available for elderly people in low-priced housing in the public housing program and in the private housing field.

Lehigh County has never had a public housing facility built specifically with the needs of the aged in mind. The neighboring communities of Bethlehem and Easton, however, have either already developed such units or have them in the making.

This subcommittee also was of the opinion that there was very little housing available for elderly people in the middle income range.

Senator CLARK. How would you define middle income range for this purpose?

Mr. ANGELL. I would say individuals who are capable of paying rents in the neighborhood of \$75, \$60, \$65 a month, something in that range.

When we are thinking of the elderly middle income range, this is perhaps a different range than we have in mind when we think of the member of our society who has a full income and is at the peak of his productivity.

Senator CLARK. Yes; I think that is right, and I think it is important not to get the record confused on that point.

I wonder if you could convert the rent which you speak of, \$60, \$65, to \$70 a month, into terms of the annual income of the individuals to whom you refer? It is a rough rule of thumb that you should not spend more than 20 percent of your income for rent, and that is not always kept, of course, but when you say "middle income people," what are you thinking of in terms of income?

Mr. ANGELL. Yes; I think we are considering that their income would be in the range of \$3,000 to \$4,000 or perhaps \$5,000 a year.

Senator CLARK. Of course, this is a good deal lower than the figures we use for the population in general?

Mr. ANGELL. For the fully productive family, that is right.

I would maintain, however, that there is a need in Allentown for a carefully documented study of facts regarding housing needs for the elderly. I do not consider these facts that I have just stated as sufficiently conclusive to state what the real situation is.

Senator CLARK. Now, one thing that impresses me in the testimony here, which was reiterated in testimony elsewhere earlier, is that everybody seems to think there is a need for a local survey, and nobody seems to be doing it. Who should do it? You cannot expect, can you—I am asking this question deliberately in a rather provocative way—but you cannot expect, can you, to have the Federal Govern-

ment come down to every community in the 50 States and conduct a survey of housing needs for the elderly? Is this not a responsibility which can and should be performed locally?

Mr. ANGELL. If you would be willing, I would prefer to leave this to the end of my comments, since I do touch upon it later.

Senator CLARK. Yes, indeed.

Mr. ANGELL. The 1960 census indicates there are 13,207 individuals 65 years of age and over living in the city of Allentown and 23,436 living in the county of Lehigh. This represents a percentage of population of about 12 percent as regards Allentown and 10 percent for Lehigh County.

These population figures represent approximately a 33-percent increase in our older population since the last census.

Senator CLARK. What has happened to your total population in the same period?

Mr. ANGELL. The total population in the county has grown considerably. It is a 31,000 total increase, or about 15 percent with only about 2,000 of that within the city limits of Allentown, so most of it was in the outlying areas.

We know from our older worker survey and from other studies that have been made that the individual past 65 is faced with increased leisure, substantially less income, a constantly dwindling circle of acquaintances and lessening physical capacities. These characteristics in combination mean that this group is more likely to be subject to certain social and health hazards than other groups in our community. Certainly, housing is one of the very basic human needs and the adequacy of housing may directly affect other areas of an individual's well-being.

It is my contention that if we are to understand the needs for housing for the elderly in Lehigh County, we must have a stronger base of fact than now exists upon which to make the needed decisions for action and only with this kind of factual information can we plan effectively and can we make the necessary interpretation to the community and gain support for whatever program is decided upon.

There is a wealth of information available within the U.S. Census on Housing just recently completed as well as from many other local sources, but this information has to be brought together, facts have to be seen one in relation to the other, appropriate conclusions drawn and recommendations formulated.

A few current facts will perhaps be of interest to this committee. Lehigh County has a total of 606 low-priced Federal housing units for people of all ages with 426 of these in Allentown. Of the Allentown units, 50 are of the 1-bedroom type; 37 of the 50 are first-floor units; 13 are second-floor units. The 13 second-floor and 15 of the first-floor units are located in the Riverview Terrace project which, because of its position at the bottom of a steep hill running down to the Lehigh River, is not suitable for elderly occupants. Currently, the Allentown Public Housing Authority has 38 couples 60 years of age and older residing in their projects.

Recently, Allentown has embarked upon a redevelopment program. Within the redevelopment area, there are 21 individuals 60 to 64 years

of age and 63 individuals 65 years of age and over needing relocation. To date, the redevelopment authority has been able to relocate in other housing all of the elderly persons coming on to their relocation load.

Senator CLARK. Presumably, in safe and sanitary housing?

Mr. ANGELL. Yes, this is a requirement of the redevelopment authority in making such relocation, and is only violated when the individual on his own accord goes out and does something before the relocation group can get to it and help him.

Some of these individuals or family units have purchased homes, others have rented. The trend, however, is toward a private rental.

To my knowledge, none of those were moved into the public housing units, which I think, as you can see from my statement, are pretty scarce.

It is my opinion that there is need for improved housing facilities for the elderly people living in Lehigh County, but the nature of this need certainly must be more clearly defined.

Whether it requires low-income federally aided public housing or middle-income privately financed housing is not the kind of information which can, in my opinion, be reliably conveyed as of this date. I feel that the Federal Government is correct in requiring that local communities document their need in advance of applying for funds. I believe, however, that in some instances this documentation is made without sufficient involvement of community leadership so that what is finally sought does not necessarily represent what the community wants and is willing to accept. While the basic responsibility for applying for Federal funds in the public housing sphere rests with official agencies, I believe there is a job to be done which could well profit from joint participation of privately financed community oriented groups.

I wish to take this opportunity to commend the committee for its interest and for making available to those of us living in northeastern Pennsylvania this opportunity to speak of our concerns.

Now, I do not know that I have fully answered your question, perhaps, and I might expand on it. I think the tendency as far as complying with the Federal requirement for documentation is concerned is either to bring in some Federal officials who help some local officials to prepare a rather lengthy report and fill in the necessary spaces with the information that is asked for, and then often the community as a whole is not a part of this process. I feel that this is wrong. I think the community deserves the right to have a greater degree of participation. After all, these are the taxpayers who are going to have to help to pay for the housing, either through their Federal taxes or local taxes, in terms of properties that are taken off the tax rolls. This, of course, does not lose sight of the fact that these public housing projects often do make a voluntary contribution to the Government. But there are in our communities, and I think the community council represents one such type of organization, and you know the Health and Welfare Council of Philadelphia and certainly the Housing Association of Philadelphia, there are these groups of which I speak, which have a capacity to help bring in this community interest, and to make what eventually develops into something that is a true community project, with broad support, rather than

something that some members of the community would perhaps feel was just pushed upon them by a governmental official.

Senator CLARK. Well, a useful technique might be for the mayor to call upon the community council to prepare this kind of a survey, which could be the basis for whatever Federal action is requested. Through the technique of getting a large number of highly thought of citizens to form a committee for this purpose, I should think the community involvement could be arrived at, and that the cost would not be exorbitant.

Mr. ANGELL. I think that is correct. I do think that if there were provisions in the Federal law that funds that are available for planning purposes could be used beyond the governmental departments on a consulting basis for other groups that this would help to facilitate this kind of action, because I think you realize even though a community council takes on such a project there are costs involved but you are quite correct in stating that they would not be exorbitant.

Senator CLARK. Well, I guess to summarize it, Mr. Angell, you cannot give us now, can you, any reliable estimate of the need for additional housing facilities for elderly people in Lehigh County or Allentown?

Mr. ANGELL. I would be extremely hesitant to do so, even to hazard a guess.

Senator CLARK. Thank you very much, sir. I appreciate your coming down.

Now, I understand that Mr. Samuel Cooperman and Miss Elizabeth Taylor, of the Allentown Recreation Department, are here as observers. I wonder whether either of them would care to make any brief statement as to what is being done in the Allentown area in terms of providing recreational facilities for elderly individuals or couples?

Miss Taylor, we are happy to have you here.

**STATEMENT OF MISS ELIZABETH TAYLOR, SENIOR CITIZENS COORDINATOR, RECREATION DEPARTMENT, CITY OF ALLENTOWN AND LEHIGH COUNTY, PA.**

Miss TAYLOR. Thank you. I am Miss Taylor, senior citizens coordinator for the city of Allentown and Lehigh County.

We have begun a type of survey among the senior citizens, members of senior citizen clubs. We at this point are really studying the figures, the results from this questionnaire, but at this point we are not able to give you any substantial figures.

Senator CLARK. Do you have any empirical view, just based on your experience, rather than on statistics, as to whether the recreational and leisure time needs of senior citizens in the Allentown area are being pretty well taken care of, first by themselves; second, by community agencies; and, third, by your own department in the city government?

Miss TAYLOR. Well, I might state here that there are 15 senior citizen organizations within Lehigh County.

Now, there are five clubs sponsored by Allentown's Recreation Department. Mr. Cooperman is the superintendent of recreation department, and could give you some background on that.

At present, we have what we call a senior citizens center. It was opened to the public the end of April. Thorough the center, we are offering counseling service, referrals being made to community agencies.

We have begun with very little money. We have begun an educational, recreational program, and we are also stressing community service, service to our agencies for those senior citizens who feel they want to do more than just attend clubs.

Senator CLARK. How big is your staff, Miss Taylor? Are you it?

Miss TAYLOR. Yes, sir.

Senator CLARK. Well then, I will not embarrass you by asking you your budget. Thank you very much.

Miss TAYLOR. Thank you.

Senator CLARK. The record will be kept open at this point for insertion of the statement of Mr. John A. Dutko, who is chairman of the Housing Authority of Allentown.

PREPARED STATEMENT OF JOHN A. DUTKO, CHAIRMAN, THE HOUSING AUTHORITY OF THE CITY OF ALLENTOWN, PA.

Mr. Chairman and members of the committee; I greatly appreciate this opportunity to give testimony today. I am here in a dual capacity, representing the Housing Authority of the City of Allentown, Pa., and also as spokesman for the Honorable John T. Gross, mayor of the city of Allentown.

In addition to the city of Allentown, the scope of operations of the Allentown Housing Authority embraces the county of Lehigh. According to the 1960 census, the elderly population (65 years and over) in the city of Allentown, numbered 13,207 and the county of Lehigh had 23,436 elderly residents. The 1950 census lists 10,041 elderly persons in the city of Allentown, and 17,243 in the county of Lehigh, an increase of 24 and 26 percent respectively. Achievements in modern medicine have added many years to man's life, but they are not, sad to say in a great number of cases years of happiness. Far too many are facing the remaining years of their lives living in poor housing for the reason that their incomes are inadequate for them to secure better living quarters.

Recent figures reveal that in Lehigh County 16,818 persons are receiving payments under social security and old-age assistance. The average amount of the monthly payment is \$65.

The Allentown Housing Authority owns and operates two federally aided housing projects in the city of Allentown, comprising a total of 426 dwelling units. We have as residents in the projects 38 elderly couples and 23 single elderly persons. Most of the elderly couples and single persons occupy one-bedroom dwelling units, although in some cases for reasons of health, an elderly couple is residing in a two-bedroom-type dwelling.

As national deputy chief of staff of Veterans of World War I, and as AFL-CIO counselor for senior citizens in the Lehigh Valley, and as vice president of men of retirement age, of the city of Allentown, I believe I am qualified to speak as one familiar with the problems of the senior citizens.

With respect to housing needs for the elderly in our area, the housing authority is in the process of applying for 150 federally aided low-rent housing units for the elderly and larger families. This action is motivated in part due to the displacement of elderly citizens and larger families from an area presently under redevelopment in the city of Allentown. In view of the attested need, the 150 dwelling units contemplated is but a very small segment of the entire housing need.

I am personally convinced that there is no need for a further survey or surveys to determine the available market in our area.

I again wish to thank the chairman, the Honorable Senator Clark, for granting me permission to give testimony.

It has been a distinct pleasure and an honor.

Senator CLARK. Mr. Matthew McAndrew, chairman of the Housing Authority of Lackawanna County.

We are happy to have you with us, Mr. McAndrew.

**STATEMENT OF MATTHEW B. McANDREW, CHAIRMAN, HOUSING AUTHORITY OF LACKAWANNA COUNTY, ACCOMPANIED BY GENE E. GOLDEN, EXECUTIVE DIRECTOR, SCRANTON, PA.**

Mr. McANDREW. Thank you, Senator. Our Housing Authority in Lackawanna County has been in existence only a short time, since last spring, and in accordance with the Pennsylvania law, the housing authority has been established to handle the housing needs of the boroughs and townships of Lackawanna County. The cities of Scranton and Carbondale have their own housing authorities.

At this time three boroughs, Dunmore, Taylor, and Moosic have made official requests for low-rent public housing projects. The three borough applications, which include requests for 135 dwelling units for the elderly and 135 dwelling units for the nonelderly, have been processed by the Public Housing Administration and approval is expected in the very near future.

These applications for 135 elderly dwelling units represent only a small fraction of our true need for elderly low-rent public housing. According to the 1960 census, in the boroughs and townships of Lackawanna County, there were approximately 12,000 people 65 years of age or older.

Senator CLARK. Does this exclude Scranton and Carbondale?

Mr. McANDREW. This excludes Scranton and Carbondale.

Of this group, a large percentage is wholly dependent on social security benefits. If we base our estimates on the statewide percentage of social security payments, we find that there are approximately 3,500 social security beneficiaries in our boroughs and townships who are receiving less than \$90 per month. Many of these 3,500 persons undoubtedly have some supplementary income but a large proportion just as certainly do not. This single example will, I believe, amply demonstrate the need for an expanding public housing program for the elderly in Lackawanna County.

In addition to housing that is specifically designed to fit their needs, the elderly need other services of a community nature:

A homemaker service that is planned not only to aid those who cannot perform all their housekeeping tasks but also to teach the elderly more efficient ways of performing these household tasks. Such training should prove of great value by helping the elderly to help themselves to the maximum possible extent. Such a homemaker service might well include instructions in proper nutrition, because it is well known that many of the elderly harm themselves by inadequate diet.

Multipurpose community and recreation centers are highly desirable parts of projects for the elderly. The need for these is too well-known to need further discussion here, but the provision of trained social workers to keep such centers operating usefully is as important as the centers themselves.

The need for adequate health services has become critical for the elderly. In Pennsylvania, if the elderly individual's income is less than \$88.40 per month, the department of public assistance can furnish the individual medical assistance including medicines, hospitalization, and doctor's services. When the monthly income limit of \$88.40 is exceeded, the individual is not eligible for public assistance and must obtain medical help at his own expense. This condition

causes large numbers of low-income elderly people to skimp on needed medical services to their lasting harm. Some humane solution to this problem must be found and implemented soon.

It should also be noted that there is a large number of elderly people who do not qualify for public housing but who cannot obtain housing units suitable to their needs. The true scope of this problem is unknown as is the magnitude of the need for public housing among the low-income elderly. A Federal program similar to the 701 planning assistance program should be designed to promote and undertake continuing studies of the housing and other needs of the elderly.

There is still considerable reluctance in some communities to undertake public housing projects because of the tax loss that may occur. This tax loss has recently been compensated for in the Housing Act by allowing local noncash grant credit for a public housing project which is located in a renewal project area.

Senator CLARK. Now let me ask you whether the three projects which you are now planning will be located in urban renewal areas?

Mr. McANDREW. That has not been decided yet, sir.

Senator CLARK. You have not picked your site?

Mr. McANDREW. No, sir.

Senator CLARK. You have a number in contemplation?

Mr. McANDREW. Yes, in these three communities: Taylor, Dunmore, and Moosic.

Senator CLARK. Yes, but have they picked the land?

Mr. McANDREW. I do not think so, Senator.

Mr. GOLDEN. The land has not been specifically located yet. They are considering several possible locations in each borough.

Senator CLARK. Do any of those three boroughs have any urban renewal projects underway?

Mr. GOLDEN. Not as yet. One project is planned for the purpose of containing a housing project, but that is not as yet in the planning stage. We are still in the discussion stage.

Senator CLARK. And you feel that the tax exemption feature is a very important deterrent for the authorization of public housing?

Mr. GOLDEN. Yes.

Mr. McANDREW. It is recommended that this credit concept be expanded so that housing projects which are constructed outside renewal project areas will also result in noncash credit that can be applied to renewal projects in other locations in the same community.

Senator CLARK. Thank you very much. It is a pleasure to have you here, gentlemen.

Mr. McANDREW. Thank you very much, Senator.

Senator CLARK. Now, Mr. Joseph A. Corcoran, chairman of the Scranton Housing Authority.

**STATEMENT OF JOSEPH McNULTY, EXECUTIVE DIRECTOR, APPEARING FOR JOSEPH A. CORCORAN, CHAIRMAN, SCRANTON HOUSING AUTHORITY, SCRANTON, PA.**

Mr. McNULTY. Senator Clark, Mr. Corcoran, who is the chairman of the Scranton Housing Authority, was unable to attend.

My name is Joe McNulty, and I am the executive director of the Scranton Housing Authority.

The Scranton Housing Authority has at the present time 490 units of low-income public housing, and 166 units of middle-income housing, of which 25 percent are occupied by elderly families.

Senator CLARK. How long ago were those units built, Mr. McNulty?

Mr. McNULTY. The one development, Valley View, was constructed initially or occupied initially in 1951. The middle-income development was occupied in 1953, and the second federally aided development was initially occupied in 1954.

Senator CLARK. Do you have in contemplation the construction of any additional units?

Mr. McNULTY. We have them under construction now, and it is in this report.

In addition to the 490 units and the 166 units, the authority has under construction 150 units of low income housing, of which approximately 25 percent will be occupied by elderly families, and have approved and will award contracts on Thursday, the day after tomorrow, for the conversion of the Hotel Holland and the Hotel Edison, which are centrally located in the city of Scranton, into 64 units for the elderly.

These units will be 37 one-bedroom units, and 27 efficiency units.

Senator CLARK. I went by these two hotels on the way here this morning. Of course, I did not go inside. I understand there is some local controversy in connection with it.

Mr. McNULTY. That we did not know until I got up this morning to have my toast and read it in the paper.

These 64 units are specifically designed for elderly persons. Provisions are being made for recreational activities for the elderly. Automatic laundry facilities are being provided. Arrangements are also being made in the conversion of these hotels to provide space to coordinate activities of other agencies interested in the elderly.

Since the U.S. housing law was amended, allowing local housing authorities to admit into their developments elderly single persons living alone, the Scranton Housing Authority has exerted every effort wherever possible to admit elderly persons. This is borne out by the fact that 25 percent of the occupancy is made up of elderly families.

During the month of October of this year, the Bureau of Old Age and Survivors Insurance of the U.S. Department of Health, Education, and Welfare conducted a survey of the elderly in only two counties in the United States, Monmouth County, N.J., and Lackawanna County, Pa.

The Scranton Housing Authority has entered into a contract with the Bureau of Old Age and Survivors Insurance for the survey in Lackawanna County. Forms have been forwarded by the Bureau of Old-Age and Survivors Insurance to recipients of old-age benefits in Lackawanna County. The completed forms are returned to the Public Housing Administration in Washington, who are compiling information for future programing of housing for the elderly. The information requested on the elderly in the county is:

- (1) Number of elderly persons,
- (2) Income,
- (3) Living arrangements,
- (4) Current rent, and
- (5) Housing conditions.

When this information is compiled and statistics made available, it is hoped that we, in Lackawanna County, will have a better look at what the problem is in housing for the elderly, and it is also hoped, from a national point of view, the information compiled will be a guide for future planning.

Senator CLARK. Who is going to pay for that?

Mr. McNULTY. We are, the Scranton Housing Authority.

We who are interested in housing the elderly, and I am, both as a director of a hospital and a nursing home, and executive director of the Scranton Housing Authority, are constantly aware of their need for more and better housing facilities.

We have three groups of elderly. We have the elderly who are active: they drive their own cars and can take care of themselves. We can accommodate these elderly families in the units we now have. These elderly families like to live in a community with younger people.

Senator CLARK. It is because they can take care of themselves?

Mr. McNULTY. That is right, Senator.

And then we have the elderly persons who are alone, who like to live in the central part of the town, near the churches. They do not have transportation. They can get around to the city parks and enjoy their living that way.

Then we have the elderly person who cannot take care of himself, and we in our State organization, the Pennsylvania Association of Housing and Redevelopment Officials, have studied that problem. We have them in our units. They are all right when they move in. They are there for a year or two or three; the husband dies, or vice versa; the residue of the family, whether it is the wife or the husband, becomes senile; and we have to call for help on the outside.

That is a problem in housing, and we work with other organizations in this locality who have been very cooperative with us, organizations like the mental health society, the department of public assistance, Catholic charities, the family service, the Red Cross, the Lackawanna County Institution District, who are very helpful to us; and we, as I said in this report, are making provisions in the central part of the town so that all of the activities of those organizations can be coordinated and help one another.

There is also, I would like to mention, an organization in Pennsylvania known as the Pennsylvania Council on the Aging, and we, the Pennsylvania Housing Redevelopment Association, have taken membership as a charter member in that organization; and it is hoped, from a State level and a county level and a local level, all organizations interested in the elderly can coordinate their activities and make for better living for the elderly people.

Thank you, Senator.

Senator CLARK. Thank you, Mr. McNulty.

Let me ask you one question. In rehabilitating these two hotels, are you going to be able to have any social or welfare facilities there?

Mr. McNULTY. Yes; we have two, one downstairs and one upstairs, and we are putting a kitchen in all the facilities for the elderly people. They can have their activities there, and they will be separate. We are putting our central office there; it is on the blind side of the building, and cannot be used for apartments, and that will be open for use for central and recreational activities for the elderly.

Senator CLARK. Thank you very much, sir.

Mrs. Hoban?

I think the record ought to show that Lieutenant Hoban and I have been together before, many thousands of miles away from here, and I am very happy to welcome my old comrade from the China-Burma-India days.

**STATEMENT OF MRS. T. LINUS HOBAN, CHAIRMAN, LACKAWANNA COUNTY COMMITTEE ON AGING, PENNSYLVANIA**

Mrs. HOBAN. Thank you.

He was my superior officer—really superior; he was a colonel, and I was a lieutenant. He was very kind to all of us, and very, very kind to all the WAC officers.

My name is Mrs. T. Linus Hoban. I am speaking on behalf of the Lackawanna County Committee on the Aging. It all began when Governor Lawrence wrote and asked me to chair a committee on the aging for the Governors' conference, and my mission was to appoint a committee who would in turn appoint subcommittees and draw up a record to give to Governor Lawrence by June or July of 1960, which would be incorporated, with the other 66 counties—some of them are so small they were fused together—into a voluminous report to be presented at the White House conference in January 1961.

Now, when I was given this job, I immediately appealed to the welfare council of Lackawanna County, and Mr. Fred Downs and Miss Clara Burns helped me a great deal. In organizing this committee of approximately 16 or 17 people, we had a representative group: Mr. Russell Burdick from the department of public assistance; Mr. Tom Lawler from the institution district; Mr. Michael Comerford from the Pennsylvania Department of Commerce, and Bob Lonergan from Pennsylvania Department of Public Welfare. The Reverend William Pakulka from the Maloney Home, Mrs. Roslyn Kerber from the Jewish Home, Mrs. Ruth Gregg from her private convalescent homes, Dr. H. G. Hidlay, Lackawanna Medical Society, and from the Junior League of Lackawanna County, Mrs. William Yevitz. Mr. Donald O'Malley from the central labor union, Miss Anna Clark and Miss Ruth Hann, representatives from the retired folks' clubs, and Mrs. Phoebe Hammond and Mr. James Gilchrist from Seniors International. Other members of the central committee are Mrs. William Donovan, Mrs. Catherine Hammerman, Robert Hunter, Dr. Lawrence Lennon, O. E. MacGregor, Mrs. Richard Oppenheim, Roy Stauffer, Mrs. E. H. Huber, and Mrs. Leo Gibbons.

Miss Clark and Miss Hann are here, and you will meet both of them this afternoon.

We sat down in the Hotel Casey and we had been given instructions to select, in social work verbiage, "areas of consideration," so the areas of consideration we thought were most important in the city and county were health, housing, income maintenance, social service, and recreation. To each of these subcommittees, we appointed chairmen and cochairmen. They, in turn, formed subcommittees who met and submitted complete reports.

Now, after several months, we came up with, we thought, quite a good report, and in the committee on housing, which was chaired by

Mr. Comerford from the Pennsylvania Department of Commerce and Mrs. Kerber from the Jewish Home, they had many outstanding people, and they had many recommendations and many surveys on institutional and nursing care and convalescent care, but I am going to exclude that today. We are more concerned with public housing here.

So what I wanted to say today is how it started in Lackawanna County that we have any particular interest in housing for the aging.

Back in 1956, sponsored by the Welfare Council of Lackawanna County, the dean of the Fordham School of Social Work, Dr. James Fogarty, was asked to make a study of the facilities for the aging, not only for aging but for youth and for families in this county, and Dr. Fogarty submitted this Fogarty report.

He had many recommendations. I am not going to get into them. One of them was up at Friendship House. We had young people and old people together, and he did not think that was very good. But one of his recommendations was to keep the old people within the community as long as possible before having to place them in institutions.

A result of this recommendation was the establishment of a pilot program here of a homemaker service.

This was paid for initially out of State funds, 100 percent. Then they got to a 50-50 percent with the State and with the Lackawanna United Fund.

We have four homemakers now, and we could use many more. They go in and clean and cook and talk and listen, particularly listen. Now we have been notified by the State that on June 30, 1962, State aid will be discontinued, and rather than curtail this program, we feel it should be expanded.

With the talk of Mr. Cohen about the \$216,000 being made available throughout the State, we hope to be able to continue the present program but we understand that each county has to go 50-50 with the State. We hope to get county aid. The United Fund cannot finance all of it.

Now, at the same time that the homemaker program was established, the welfare council also was instrumental in starting retired folks' clubs. A man named Roy Stauffer, who is a prominent citizen here, came back from Florida and he said he saw all these retired folks bored to death, and his idea in the beginning was to have a building, and he was going to give \$5,000, but we did not feel up to doing that much financially, so Miss Burns from the welfare council spoke to the director at the YWCA and the first retired folks' club was established there in 1956.

About five or six people came the first time, and there was a woman named Miss Frazier who was very kind to them, and said, "Come next week and each one bring a friend."

Senator CLARK. And today, how many members are there of the retired folks club?

Miss HANN. There are over 300 now, and probably nearer 400 active members, and I cannot give you a figure on the ones in nursing homes or hospitals with whom we keep in touch by cards or visiting.

Mrs. HOBAN. Miss Ruth Hann, you are president of the county retired folks club for this year; are you not?

And next to her is Mrs. Ruth Clark.

That is the Friday group alone, which meets at the YWCA. They have a drop-in center but it is much too small.

We have the county group that meets at the YMCA once a month, and Bob Lonergan started one up in Mid-Valley, which meets weekly, does it not, Bob? And there is one in Carbondale, and one in the Abingtons.

All in all, there must be almost a thousand members of retired folks' clubs, and then there is the Seniors' International, and putting in a plug for our mayor, who is absent today, every single summer he has entertained the retired folks with a chicken or a turkey dinner up at Nay Aug Park. I hope the new mayor, if we have a different one, continues to do the same.

From working with the retired folks, this is what we came up with. We did a survey among the Friday group on housing, but it was not very realistic, because it only reached those who were ambulatory, able to get out. Most of them owned their own home or lived in apartments. Part of their complaint was maybe second floor, where we can puff and pant, and we can all puff and pant without being retired walking up to the second and third floors, but they were on second and third floors.

This loneliness of old age has gone with these meetings, and they would like to meet besides on Friday, and they have been wanting a drop-in center, as they call it, or—Miss Taylor, yours is called a recreation affair, a place where they could, if they are downtown, stop in and maybe make a cup of tea, or play a game of dominoes or pinochle, and so forth, and I do want to say that Mr. Joseph Healey, from Carbondale, when he was preparing Carbondale housing for the elderly, asked Bob Lonergan and Fred Downs and myself to go up and look at his plans, and we feel that we had a little part in it, because they are going to have this recreation room with a men's room and a ladies' room, and then a little room partitioned off with a couch in it, if any one should feel a little weak spell, or have some counseling, or a private talk of some kind, and that is all going to be in his unit. I do not know about the one in Lackawanna County.

Now, besides the drop-in center, we want a counselor. Everybody wants another Miss Frazier, who has retired and gone away, and I was happy today to be able to say we hope to produce a counselor.

We have been talking about it. Fred Downs and I talked with Mayor Hanlon about it. We did not know whether it should be in the form of a recreation director, paid out of city funds, inasmuch as she would do work countywide. We have not spoken about it to the county authorities as yet.

The Scranton Area Foundation Fund would be most happy to supply a salary for maybe a year or two, but where we would go from there, I do not know. Whether Mr. Cohen could tell us about any of this money, you know, if we could get some of the State money to go half—that is a problem that has to be solved.

So now let us skip over all this need for housing. You have heard it from Mr. Slattery, and you have heard it every place, that we have a growing population, and these charts can be put in the record.

Now, once again, the city of Scranton—I am only on page 5—has three housing projects, two low incomes and one middle income, with one additional low-income project under construction.

The city of Carbondale has two low-income housing projects, and both of these have some tenants who are over 65 years of age. I do not know if it is as high as 25 percent.

Now, the Scranton Housing Authority has recently received final approval from the Public Housing Authority to start the rehabilitation of two adjacent downtown hotels into 64 units exclusively for the elderly.

The Carbondale Housing Authority has developed preliminary plans for a project for 32 units.

The Lackawanna County Housing Authority is working with several boroughs—those are the three that Mr. McAndrew mentioned—for these low-rent projects.

As I say, we commend Mr. Healey particularly for coordinating with the welfare council. In fact, we went to Carbondale prepared to give them all sorts of advice, and he even has a bell on the floor boards of the rooms, in case the elderly should fall down and break a hip, they can crawl over and ring it and it rings the bell in the office. So, why is he asking us? They are pretty well taken care of.

Now, part of this general observation is Mr. Downs', but before we get to that, we just wonder why when there are so many Federal facilities and funds, we have not used as much as we might use here. We found out that under FHA, on a single-family home purchase, that even purchased by a friend or relative of an elderly person, you can get a 35-year mortgage. We also found out that in private rental housing, if you are a nonprofit organization, you can be a sponsor up to 90 percent, and you can get the funds. Then there is the direct loan program. We have not seen too much advantage taken of that in Lackawanna County. If you get into the nonprofit, they are the public low-rent housing for people with low incomes. This is what we are talking about. But then how about these people that have a little bit more money than just the lowest amount? Where do they go to live if they are curtailed from going into a low-rent income house?

We understand that organizations like churches or the Veterans of Foreign Wars, American Legion, or the labor organizations, if they were nonprofit, could get money from the Federal Government, and maybe take care of some of these middle-of-the-road people that, you know, have a little more money than the low-rent income.

I did not realize that you could get these long-term loans, and finance up to a certain amount, and I think Fred Downs asked somebody down at the Northeastern Bank how many people had applied for FHA help and they said they did not know of anybody.

Now, as far as profit, I think it is quite strange, too, that local builders and real estate developers have not entered into this market.

You know that model home up from the Mayflower Hotel that was on display during the White House Conference? Was it called Freedom House? That was a two-bedroom house that could be built for approximately \$9,000. I do not suppose that included the lot or the shrubbery, but also, my complaint about it, for this climate, it did not have a cellar; it just has a crawl space, and their answer was "so nobody would fall down the steps," but one of the things that we found

when we were going with Mr. Healey was they like a cellar to store their gear. They also said no cellar made the floor cold.

But we have not had any of these built. We understand in New Jersey one builder built 1,600 of them. Now, whether our elderly in the city would be interested in buying, it seems, a home at that age, I do not know, but we have had practically nothing in this area as far as profitmaking.

Then one of the other things is that we feel there should be a little closer coordination between the physical planning and the social planning in public housing, both in Federal and local fields.

In these couple of years that the Federal people have been coming up here, they have never once consulted with our committee or with the welfare council. They probably know, because are they not career people in public housing planning? They probably know the best of everything, but maybe they could tell us.

Senator CLARK. Now, I think you have a good point, and I am pretty confident that with the new leadership in HHFA and the PHA, we are already seeing a good deal more cooperative attitude than we have before. There was a real administrative problem there. You were quite right in mentioning it.

Mrs. HOBAN. Well, we found that also with the urban development. Our committee made a recommendation that a brandnew housing unit be erected down in the area of the general hospital, or State hospital, where the buildings have been razed, and we thought maybe two-story high ones, and the chronically ill could go over to the clinic in the hospital, and it would save hospital beds, and they would still be near there, but we never heard. I do not know whether it received any consideration at all. Nobody ever contacted us one way or another.

So, those are the only things we want: A drop-in center, a counselor, more continued homemaking service, and more public housing units, and "coordination, cooperation, and collaboration" as they said in the Air Force.

Thank you, sir.

Senator CLARK. Thank you very much, Mrs. Hoban.

(The prepared statement of Mrs. Hoban follows:)

**PREPARED STATEMENT OF MRS. T. LINUS HOBAN, CHAIRMAN, LACKAWANNA COUNTY COMMITTEE ON AGING**

I am speaking as chairman of the Lackawanna County Committee on the Aging. I was appointed by Gov. David L. Lawrence as part of the Governor's White House Conference Committee on Aging in January 1960. My responsibility was to conduct a study of the needs of older citizens in Lackawanna County to be incorporated in a State report by the Pennsylvania Department of Public Welfare to be presented at the White House Conference on Aging in January 1961.

**EXECUTIVE COMMITTEE**

To do this, with the invaluable assistance of Mr. Downs and Miss Burns of the Welfare Council of Lackawanna County, an executive committee was organized consisting of representatives from the Department of Public Assistance, Institution District, Jewish Home, Maloney Home, Pennsylvania Department of Commerce, Pennsylvania Department of Public Welfare, private convalescent homes, Junior League of Lackawanna County, Lackawanna Medical Society, University of Scranton, Retired Folks Club, Seniors' International, Central Labor Union, Century Club, and representatives from Mid-Valley and Carbondale.

## AREAS OF CONSIDERATION

This committee met throughout the winter and spring of 1961 and decided to study as their areas of consideration:

1. Health.
2. Housing.
3. Income maintenance.
4. Recreation.
5. Social services.

Chairmen for these committees were appointed who, in turn appointed from 10 to 20 members on their committees. In all, almost 100 persons in Lackawanna County served and my remarks today are based on the thoughtful study conducted by these interested citizens.

Since the State committee was disbanded following the White House Conference, the Welfare Council of Lackawanna County, as the community health and welfare planning organization, has sponsored our committee. Our goal is to implement the recommendations of the White House Conference, wherever possible, to meet the needs of the senior citizens of this community.

## I. GENERAL REMARKS

While our housing committee in Lackawanna County considered all types of housing, including group care in institutions and convalescent and nursing homes. I am excluding these specialized types at today's hearings because we feel you and the community are more interested in public housing in a community. We are, however, submitting our report to the White House Conference as an addendum to this statement to your U.S. Senate Subcommittee on Housing for the Elderly.

## FEDERAL AID

In passing, however, I would like to mention that since the White House Conference study, two of our sectarian institutions—St. Marys' Villa and the Jewish Home—have developed substantial expansion programs that will greatly improve institutional care for the aging in this community. Both agencies are receiving assistance, having qualified for financial assistance under the Federal Government's Hill-Burton Act.

## FOGARTY REPORT

Concern over housing for the elderly in this community dates to a welfare council study, "Services to Families, Children, and the Aged," conducted in 1956 by a citizens committee chaired by Dr. John E. Bourne of the University of Scranton, and a professional staff under the direction of Mr. James E. Fogarty, dean of Fordham University School of Social Work.

## HOMEMAKER PROGRAM

This study pointed out that this community was concentrating on institutional care for the aging and excluding facilities and services that would permit older people to remain in their homes for a longer period of time.

In 1957 the Family Service of Lackawanna County developed a homemaker program of very high standard. This service was made possible through a grant from the Pennsylvania Department of Public Welfare. Initially, as a pilot project, it was financed 100 percent with Commonwealth funds. For the past 4 years it has been supported on a 50-50 basis by the State (utilizing some Federal mental health funds) and the Lackawanna United Fund.

The family service has been notified that State-Federal funds will be terminated on June 30, 1962, as the demonstration period will end on that date. It will be difficult to obtain additional local financing in this financially depressed area. We cannot possibly obtain more from the Lackawanna United Fund whose allocations committee will be forced to cut rather than increase aid to all 55 agencies having fallen short of our goal in this year's campaign.

At the present time, four homemakers are employed and it should be greatly expanded rather than curtailed as it has proved very effective in making it possible for senior citizens to remain in their own homes.

## II. NEEDS OF HOUSING FOR THE ELDERLY

## A. Population

The rapid rate of increase in numbers of older persons throughout the country is well known. Lackawanna County is no exception. In 1940, there were 17,469 persons over 65 years of age and this increased to 22,681 in 1950 and 27,846 in 1960. As can be seen in table I, there were similar increases in our two cities.

TABLE I.—Population trends in Lackawanna County, Scranton, and Carbondale, 1940 to 1960, total and over 65 years of age

Area	1940	1950	1960
Lackawanna county:			
Total population.....	301,243	257,396	234,531
Over 65 years of age.....	17,469	22,681	27,846
Percent over 65.....	5.8	8.8	11.9
Scranton:			
Total population.....	140,404	125,536	111,443
Over 65 years of age.....	8,626	11,507	14,051
Percent over 65.....	6.2	9.2	12.6
Carbondale:			
Total population.....	19,371	16,296	13,595
Over 65 years of age.....	1,414	1,625	1,807
Percent over 65.....	7.3	9.9	13.3

What is different in Lackawanna County from most areas in the United States, however, is the fact that our over 65 group is increasing while our total population is decreasing. In the last 20 years, our total population has decreased 22.1 percent and our older citizens have increased 59.4 percent. The change in the city of Scranton is just as dramatic.

TABLE II.—Percent change in total population and population of persons over 65 years of age during the 20-year period from 1940 to 1960

Area	Total population, percent change, 1940-60	Over 65, percent change, 1940-60
Lackawanna County.....	-22.1	+59.4
Scranton.....	-20.6	+62.9
Carbondale.....	-29.8	+27.8

As a result, our senior citizens represent 11.9 percent of our total population and if the present trend continues, this percentage will continue to increase each year.

Based on sheer numbers alone, this county must do more planning for the aged than it has done in the past. If more adequate facilities and services are not provided, many problems concerning the aged will become so complex that they will defy solution.

## B. Income

Using various indexes, including national figures, our committee has estimated that 60 percent of our population who are over 65 years of age have yearly gross incomes of less than \$1,000.

Actual figures for old-age assistance recipients and social security beneficiaries (OASI) are known. The maximum grant for old-age assistance in Lackawanna County is \$90.40. For social security beneficiaries, the average monthly check is \$62. While it is not possible to estimate the additional income of social security recipients, it is known that a larger number have meager additional cash assets.

TABLE III.—Number people over 65 in 1960, and estimated current number old-age assistance and social security recipients by civil subdivision in Lackawanna County

Civil subdivision	Population over 65	Social Security recipients <sup>1</sup>	OAA recipients <sup>2</sup>
Lackawanna County.....	27,846	20,319	1,870
Scranton.....	14,051	9,695	1,370
Carbondale.....	1,807	1,182	160
Dunmore.....	2,087	1,645	60
Taylor.....	572	534	40
Old Forge.....	794	776	-----
Throop.....	466	411	-----
Archbald.....	572	475	-----
Dickson City.....	781	673	200
Blakely.....	680	554	-----
Moosic.....	619	369	-----
Other civil subdivisions and rural areas.....	5,417	4,006	-----

<sup>1</sup> Figures for the county are actual; those for the civil subdivisions are derived, based on 8.7 percent of total population. Included in the social security figures are retired workers, wives and widows of retired workers, and parents of retired workers. Excluded are mothers and children receiving health benefits, and recipients of disability benefits.

<sup>2</sup> The social security included retired workers, workers who have retired and claimed their benefits at 62, 63, or 65. Population and OAA figures only the 65 and over group.

<sup>3</sup> Figure for Lackawanna County is actual; figures for civil subdivisions are estimated.

### III. SPECIAL HOUSING ACTUALLY AVAILABLE

#### A. Public housing

The city of Scranton has three housing projects (two low-income and one middle-income) with one additional low-income project under construction. The city of Carbondale has two low-income housing projects. All of these projects have some tenants who are 65 years of age.

The Scranton Housing Authority has recently received final approval from the public housing authority to start the rehabilitation of two adjacent downtown hotels into 64 units exclusively for the elderly. The Carbondale Housing Authority has developed preliminary plans for a project for the elderly for 32 units.

The Lackawanna County Housing Authority is working with several boroughs in planning for low-rent projects for the elderly.

(Representatives of these three authorities will present details at today's hearings.)

Our committee commends Mr. Joseph Healey, executive director, Carbondale Housing Authority, for seeking consultation from our committee and the Pennsylvania Office for the Aging in regard to plans for the special project. This made it possible to incorporate plans for facilities for recreation and social services into the Carbondale project.

#### B. Other special facilities

Despite the availability of a varied group of Federal housing programs to private developers, the committee does not know of one unit (other than public housing) built with special facilities for the elderly in Lackawanna County. These include:

The FHA programs: Single-family home purchases, even through the down-payment made by friend or relative and a 35-year insured mortgage.

Private rental housing, even though a nonprofit organization may have an FHA mortgage insured up to 100 percent and a profitmaking sponsor up to 90 percent.

Direct loan program can make low-interest long-term loans to nonprofit sponsors of rental housing and related facilities. This need not be new construction, but can also apply to the improvement of existing structures.

### IV. GENERAL OBSERVATION

A. It is interesting to note that while Federal funds are available not only for public housing, but also for private purchase and private rental housing under FHA, little or no advantage has been taken of these special facilities. The cities of Scranton and Carbondale have started their public housing projects

and the county housing authority is beginning to function in boroughs like Taylor and Moosic that we know of.

B. Nonprofit: And these projects are public low-rent housing for people with low incomes. How about the great number of elderly whose income is just a little above eligibility requirements for public housing? Here is where nonprofit organizations such as churches, fraternal orders, labor organizations could take advantage of the 100-percent financing and offer "middle of the road" approach between Government subsidized housing and private housing.

C. Profit: Moreover, builders, real estate developers, and lenders have not entered this market. These are profitmaking opportunities for private investors, both for individual units for sale and for rentals. For example, a model home, "Freedom House," was an exhibit at the White House Conference on Aging. One New Jersey builder is reported to have built 1,600 retirement homes. Perhaps some Lackawanna County investor could discover and develop this market. If they don't, the pressure will mount for the Government to build in a wider range if we are to meet the growing needs of the aging.

D. Furthermore, there should be closer coordination between physical planning and social planning in public housing, both on the Federal and local level. For the older people housing and living arrangements are tied in with the physical and social situation. The provision of supplementary services such as visiting nurse, homemaker, home medical care, volunteer services, and casework counseling are essential unless the housing projects are to have more patients than tenants.

One of the main recommendations of our subcommittee on recreation and social services was the provision of a drop-in center for the retired people where they could visit, play cards, dominoes, and so forth, to dispel their loneliness. We understand that Federal funds are available for such a recreation room, but must be incorporated in the plans before construction begins.

Also, a qualified recreation director and counselor will be necessary to bring individuals and interest groups within the project and within the community together, so that the tenants may live a fuller life.

I quote from a recommendation of your predecessor Senate Subcommittee on Problems of the Aged and Aging: "that provisions of health and social services be built into plans for multiple housing developments utilizing Federal loans and mortgage insurance is most appropriate."

Lastly, getting back to coordination between physical planning and social planning, there has never been any between the representatives of the Federal and local government with our committee or the welfare council, nor has there been any with the urban renewal redevelopment authority.

A member of our committee proposed a plan whereby retirement housing would be established in an urban redevelopment area adjacent to a general hospital so that the chronically ill and handicapped aged could get the necessary medical care on an outpatient basis while continuing to live within the community. Apparently, this suggestion did not appeal or receive much consideration.

In conclusion, these are what we want from the point of view of our committee:

1. Continued and expanded homemaker service.
2. A county counselor and recreation director.
3. More public housing units in the city and in the boroughs of Lackawanna County.
4. Coordination and cooperation between the city and county planners and the social planners.

Senator CLARK. Mr. Russel Burdick, the executive director of the Lackawanna County Board of Assistance.

Is Mr. Burdick here?

All right.

Mr. Willis W. Jones, executive vice president, Scranton Chamber of Commerce.

#### STATEMENT OF WILLIS W. JONES, EXECUTIVE VICE PRESIDENT, SCRANTON CHAMBER OF COMMERCE

Mr. JONES. Senator Clark, first I would like to, on behalf of Scranton Chamber of Commerce, welcome you to Scranton, Pa.

Senator CLARK. Thank you, sir. We are very happy to be here, and appreciate your taking the time and trouble to come here and give us the benefit of your thinking.

Mr. JONES. Thank you.

The statement of the Scranton Chamber of Commerce is a very short statement, but I would like to just add a few comments before the statement.

Senator CLARK. Let us put the statement in full in the record at this point and then you just add your comments.

Mr. JONES. All right. Thank you, Senator.

(The prepared statement of Mr. Jones follows:)

PREPARED STATEMENT OF WILLIS W. JONES, EXECUTIVE VICE PRESIDENT, SCRANTON CHAMBER OF COMMERCE

We recognize that in Lackawanna County there is an increasing number of our older citizens who, although not directly employed, are living on retirement income. We recognize also that increasingly there is a need for attention to their problems of employment, housing, and recreation.

Our group of elderly citizens represents an important part of the economy of this region, an importance that increases each year.

The Scranton Chamber of Commerce is noted for its attraction of new industries and new payroll income. We feel it our duty to be diligent in the maintenance of income already established here. However, our viewpoint goes further than the maintenance of income; we are interested in people, the sociological effect of the problems of elderly citizens of our community.

We, therefore, feel that a movement to solve these ever-increasing problems of care and attention to the elderly citizens should have our attention. We want our organization to be always identified with those movements that are basic to the welfare of our citizens.

The Scranton Chamber of Commerce will lend its organizational aid toward cooperating at any time for the solution to these problems we have outlined.

Mr. JONES. Many might wonder why we are the only chamber of commerce in the area that are entering a statement on behalf of this hearing and its study for people that are aging. We have had great concern in this area and our own Scranton Chamber of Commerce for the entire economy of the area.

Senator CLARK. You certainly have, and I think your chamber of commerce has been outstanding in its efforts to assist this whole area to rehabilitate itself, and your efforts have received national attention, and deservedly so.

Mr. JONES. Thank you, Senator.

We have had help, as you know, in our building program by being able to finance many of our projects through State loans, through PIDA, through national small business loans, and it has helped a great deal in housing industry, so to speak, and by housing industry we are able to put people to work.

But, personally, I feel very strongly that unless you are interested in the total economy in your region, you are being neglectful in the economics of your region.

I do not want our statement to appear that we look at elderly people as just economics. They are economics, certainly. We are interested in their welfare, and their welfare is in housing.

But in the Scranton Chamber of Commerce, we feel that the income that elderly people receive is a substantial part of the total economy of our region, so much so in recent years as we study the amount of income that elderly people are getting, we find that per-

centagewise it is increasing greatly, through social security payments, through the fact that more elderly people are here in our area, and people are living longer. So that, as an economic force, elderly people are a very substantial part of it.

You said at the outset you would hear the experts. I am no expert on this whatsoever, but we do see that unless there is attention paid to the needs of the aged and in relation to housing, many of our citizens will leave us. I think Mrs. Hoban made a very good point when she said "what about housing for those people who do have income"?

We find today that people are migrating. They are migrating, following the sun. They are going into areas, such as Florida and the South, in many cases totally unsatisfactory when they get there. Socially, they have many problems, and they return to us.

I would like to see in this area the private builder encouraged. Again Mrs. Hoban made that point. What about the private builder? I hope that there will be a greater interest in this area in people who can make these loans, HHFA loans, and FHA loans, and provide the kind of units of housing that elderly people who have income will take advantage of.

Mayor Slattery from Wilkes-Barre made a very good point this morning when he said that people who come into your community looking at your community as far as industrial location is concerned are very concerned about the housing part of it, and unless our total housing picture is adequate, then I think we are shunning a responsibility.

So our statement this morning, Senator, is showing an interest on the part of the chamber of commerce, and urging an interest on the part of everyone, and especially the private builder, in providing units of housing, and those kinds of units that will be especially adapted for the aging citizen.

Senator CLARK. Mr. Jones, do you think that the private builders in this area have taken full advantage of the FHA program of housing for the elderly which was enacted several years ago by the Congress?

Mr. JONES. There is very little interest in that, because there is little evidence of any actual building in that field.

Senator CLARK. Would you be able to account for that? Do you think it is because there just are not enough elderly people in the income group who could take advantage of that kind of housing, or do you think it is a situation that a little publicity could remedy?

Mr. JONES. I think a little urging could remedy that situation. I know that I have one builder who called me this morning and said to me, "I would like to take an interest in this type of housing, and you might declare that to the committee." He said, "I have land, and I have ability to build, and I would like to do more of it."

And that is the kind of thing we need.

Senator CLARK. I would certainly encourage the chamber of commerce and you to do everything you can to awaken the interest of private builders in this program because there is Federal Insurance and now direct Federal loans just there waiting for them.

I think the testimony this morning has established that there is a substantial segment of elderly people who could afford that kind of

housing—at least, that kind of rental housing—and I would be hopeful that as a result of this hearing, we would get some interest awakened, and I know that you are most anxious to cooperate.

Mr. JONES. We will do everything we can in this field, Senator.

Senator CLARK. Thank you very much, Mr. Jones.

Unless Mr. Burdick has come back in the room, our last witness will be Mr. John M. Kelly, Scranton realtor.

#### STATEMENT OF JOHN M. KELLY, REALTOR, SCRANTON, PA.

Mr. KELLY. I want to thank you, first of all, for this opportunity to come before the committee, and I would like to emphasize right here at the beginning that I am here as a private citizen. However, as a realtor and property manager, my interest in housing is more than casual.

As to housing for the elderly, a pending, local, public-housing plan to provide 64 apartments for elderly people, prompted me to request appearance before this committee. I wish to set the publicly known details of this project before the committee for I believe certain conclusions can be reached which will be of value in formulating enabling or regulatory legislation, and by "publicly known," I mean what has appeared in the public press.

About a year ago the Scranton Housing Authority purchased the Hotels Holland and Edison for \$125,000. At the time it was estimated that an additional expenditure of \$650,000 would result in the conversion of these buildings into 64 dwelling units for elderly people in the low-income brackets. The 64 units were to consist of 27 efficiency apartments and 37 one-bedroom units.

Contractors' bids were opened by the authority several weeks ago. Low bids totaled \$810,672, about 25 percent over the estimate. This, together with the purchase price, results in a total project of \$935,672.

As stated, these funds will create 64 units consisting of 27 efficiency apartments and 37 one-bedroom units. Assuming a living room, kitchen, and bath in the efficiencies, and living room, bedroom, kitchen, and bath in the one-bedroom units, and allowing a half-room credit for bathrooms would yield a total room count of 197 rooms. Unit and room costs would thus be: \$935,672 divided by 64 apartments would be \$14,616.87 per apartment; \$935,672 divided by 197 rooms equal \$4,749.60 per room.

Senator CLARK. Do you think that is pretty high?

Mr. KELLY. I do, sir; I do, indeed.

By way of comparison consider the limitations established by the FHA in their mortgage insurance programs—limitations designed to insure prudent action on the part of builders and investors. These limitations, applying to new or rehabilitated projects involving eight or more units are—

Per room, \$2,500 (or \$9,000 per family unit if the number of rooms in the project is less than four per family unit). These amounts may be increased to \$3,000 per room and \$9,400 per family unit, respectively, in projects consisting of elevator structures.

Thus it would appear that our local project would exceed FHA limits by over 50 percent, yet insofar as I have been able to determine, the Housing and Home Finance Agency disburses public moneys to such projects free of restrictive cost ceilings; that is, as to unit costs.

An even more disturbing factor in this case is the ultimate safety of the occupants. Despite rehabilitation, these particular buildings are not of fire-resistive construction. It is true that a sprinkler system is planned, but this will not eliminate a potentially dangerous situation.

To evaluate the actuarial probabilities of a fire, consider the current fire insurance premium rates.

Under the 80-percent coinsurance clause, the rate for the Edison Hotel is 46 cents and for the Holland Hotel 48 cents per \$100. To make a comparison on the basis of hotel use, consider the Hotel Casey three blocks to the south—the rate there is 0.088 cent. For comparison on apartment use, the Florence Apartments two blocks north bears a rate of 0.074 cent. In short, the rates are over 500 percent greater when compared with fire-resistive structures, despite the fact that the proposed apartments are within 300 feet and in clear sight of the city's main fire station.

It is not impossible to overcome these conditions. For example, in the fall issue of Dodge Reports "Costs & Trends" (edition C), there is a report of a 22-unit apartment building built in State College, Pa., for a reported cost of \$136,557. The building of fire-resistant construction has apartments with living room, bedroom, kitchenette, bath, and alcove. The building also contains laundry and storage rooms. Costs, exclusive of land, are \$6,207 per apartment, \$1,773 per room.

If the need is so great, and the necessity so compelling that housing projects for the elderly must be advanced along the lines displayed locally, a city whose population has declined some 20 percent in the last three decades, what follies are being committed in sectors plagued with the population explosion? If Scranton's case be typical, and I cannot say for certain that it is, then I would respectfully urge this committee to consider remedial legislation to reflect these general thoughts:

(a) Insure that the distribution of Federal funds for public housing projects is not permitted to take the form of political patronage.

Of all the Federal moneys spent, these can be most harmful to local communities if used to excess. I will concede that there are times and conditions whereunder private enterprise does not, or cannot, meet the housing problem and in order to insure social justice, the Government must act—but let their actions be prudent and well advised.

The arrival of Federal funds in a local community may appear to be "manna from heaven." But these funds, if employed in the construction of excessive public housing units, will soon leave a bitter taste. Subsidized public housing does not pay a proportionate share of its local taxload, and frequently requires a disproportionate quota of public services. Excessive public housing units with below market rentals depress private rental property values, destroying their ability to meet real estate taxes. These combined effects strike at the main revenue source for local government. How then will local government perform its function? Turn to Washington? The ultraconservative has prophesied this, but I cannot honestly believe you gentlemen really want to take on the problems of our garbage collection, cleaning the sewers, or feeding the monkeys in our zoo.

(b) Insure that standards are adopted and adhered to with respect to room and unit-cost limitations and safety standards on public housing projects. It is not enough for our Federal officers to urge economic restraint in the battle against inflation, they must set the example and show the way through their judicious handling of public funds entrusted to them.

Senator CLARK. Mr. Kelly, is it your contention that these units which you criticize—and I have no way of knowing whether the criticism is valid or not, I express no judgment on that—but is it your view that these units are unnecessary?

Mr. KELLY. No, not necessarily, Senator. It would appear from the previous testimony that there are not too many people who can tell us what is necessary. It would appear that the various surveys are not too far advanced. I would not argue with the necessity for the units.

Senator CLARK. You just think the cost is extravagant?

Mr. KELLY. I am arguing with the extravagance; I will argue with the safety factor involved.

Senator CLARK. And it is your judgment that the structures are not suitable for the purpose?

Mr. KELLY. That is correct, sir.

Senator CLARK. And cannot be made suitable?

Mr. KELLY. I do not believe they can, sir. You have wood joist floor construction, wood stud partition construction. I do not see how you can overcome some of these factors.

It would be far better, in my opinion, to completely demolish the properties, and erect suitable fire-resistant construction.

Senator CLARK. Thank you very much, sir. Do you have something else you would like to tell us?

Mr. KELLY. Well, I did want to mention that excessive public housing units, beyond the needs of the community, do depress market rentals, and depress the abilities of these properties to pay their taxloads, and strike at the main revenue source of local government. How then can local government perform its functions?

Senator CLARK. I think we can all agree that excessive public housing units would do what you say, but I think you said a moment ago that you were in no position to tell whether these units were needed or not, is that not right? And certainly my experience elsewhere in the country has led me to the general conclusion that there is a great need for public housing projects, all over the country, particularly as urban renewal projects displace people of low income.

However, we are not here to argue about it. I think your point is correct, that where there is an excess, there would be a depression of private housing units, which would be unfortunate.

Mr. KELLY. You see, Senator, right at the moment we have a very large urban renewal program in this city. It encompasses a number of projects.

Senator CLARK. Yes, but the trouble with that, Mr. Kelly, in my experience is that all too often in Pennsylvania, we find these urban renewal projects being authorized and going ahead, and the emphasis seems to be on commercial and industrial development, and an awful lot of people of relatively low income are thrown out of their homes against their will, and the problem is, where are you going to put

them? And unless you have available public housing units, you have not any place to put them, and you cannot comply with the requirement of public law that they must be rehoused in safe and sanitary units. This is the overall problem.

Mr. KELLY. What I want to say is that we do have a large urban renewal program that has involved a considerable amount of acreage.

Mrs. Hoban touched on it. She said that their group suggested the construction of housing for the elderly in the State hospital region. Apparently, their suggestion went unnoticed. Rather, we now have the acquisition of two more downtown properties. Every downtown property, of course, that is acquired is a considerable loss of tax money to the local community, and I frankly worry considerably about it, because we have seen these taxes rise and rise, Senator, year after year. Right now, I checked in the county courthouse not too long ago, and I looked at the grantee book, and discovered under Scranton Urban Renewal Authority, some 10 pages of acquisition. Now you have about 40 lines per page, you have one deed per line; that represents over 400 properties, off the taxpaying rolls.

Senator CLARK. I wonder if you are in a position to answer for Scranton the question I asked Mayor Slattery of Wilkes-Barre?

Over the last decade, what has been the relationship between the increased assessments, or increased tax rates on real estate, on the one hand, and the market value of property on the other?

Mr. KELLY. Rising taxes on the real estate tend to depress your market values.

Senator CLARK. Well, of course, they would, but I am wondering whether they do, or whether the market value of real estate across the board in Scranton has increased or decreased, or stayed steady as taxes have increased?

Mr. KELLY. I would say, generally speaking, it has decreased. In the residential field alone, there was a recent sale not too far from here that involved a structure that was occupied by a very wealthy man, and he passed away, and the estate sold the home. It is a home you could not duplicate for, I venture to say, \$150,000. It is in the finest residential part of the city, and that property sold for slightly over \$11,000.

Senator CLARK. Well, I wonder, though, if it is not like many similar homes in the areas around Philadelphia with which I am more familiar, where you cannot get anybody to live in that kind of a house anymore, where it was built for about six servants, and nobody has any?

Mr. KELLY. That has a bearing, but one of the principal reasons you could not get anybody to live in it was that the tax structure is something in the neighborhood of \$2,000 per year, and the—

Senator CLARK. Do not let me interrupt you. Go ahead and finish.

Mr. KELLY. I merely wanted to make one more point, and that is that standards be adopted and adhered to with respect to room unit and cost limitations and safety standards on public housing projects. It is not enough for our Federal officers to urge economic restraint in this battle against inflation which we all fight. I feel that they must set the example and show the way through their judicious handling of public moneys entrusted to them.

Thank you, Mr. Senator.

Senator CLARK. Thank you very much, Mr. Kelly.

Now, the problems raised by Mr. Kelly are not within the competence of this subcommittee to solve or to deal with, and I would like to say that I think Mr. Kelly had every right to appear before the committee and I, for one, am interested in the criticisms that he has made.

However, he has been quite critical of the Scranton Housing Authority, and I am wondering whether Mr. McNulty or any other representative of those groups would care to testify before we recess this hearing? I am not urging you to, but I want to give you the opportunity to, if you desire to make any reply to what Mr. Kelly has said.

Thank you very much, then, gentlemen, and we will recess until 2 o'clock.

(The prepared statement of Russell Burdick follows:)

PREPARED STATEMENT OF RUSSELL BURDICK, EXECUTIVE DIRECTOR, LACKAWANNA COUNTY BOARD OF ASSISTANCE

We are cognizant of and vitally interested in the problems of housing and lack of it for recipients of old-age assistance through our department.

I will endeavor to keep at a minimum statistics which may be helpful in the study of the environmental problems of old-age assistance persons in Lackawanna County.

Of our caseload of 1,870 old-age assistance cases, approximately 1,370 reside in the city of Scranton, and of this number 346 persons live in commercial rooming houses in a radius of 8 city blocks. Because of limited facilities for the preparation of food (gas plates located in the hall which must be shared), it is necessary for these persons to eat in restaurants. These persons, in inclement weather, do encounter difficulties in leaving their rooms due to their physical conditions and age. Also, some of our recipients live in third floor rooms and probably are not able to leave their houses more than once or twice a day.

Most of the commercial rooming houses do not provide adequate bath and toilet facilities. From 10 to 15 persons are required to share a common bathroom.

The average rental for a sleeping room, which is furnished with an iron bed, small dresser, and one or two chairs, is \$7 weekly; \$8 weekly is the average rental for a housekeeping room. It is our understanding that bed linens are changed weekly.

It is our recommendation that better living conditions would be available if commercial rooming houses would be inspected periodically by a State agency, such as the office for the aging. This inspection could be comparable to that required for nursing homes and would include a check of lighting, sanitation, ventilation, and fire hazards.

(Whereupon, at 12:50 p.m., the subcommittee recessed, to reconvene at 2 p.m., this same day.)

AFTERNOON SESSION

(The subcommittee reconvened at 2 p.m., Senator Joseph S. Clark, chairman of the subcommittee, presiding.)

Senator CLARK. The subcommittee will resume its session.

I see many new faces this afternoon and, accordingly, I would like to welcome you on behalf of the U.S. Senate's Committee on Problems of the Aging, and tell you briefly what our plan for this afternoon is.

We have a panel of experts, headed by Mr. Lonergan, who are going to briefly summarize the testimony we took this morning, and attempt to help us on the subcommittee in arranging our thoughts and our conclusions as a result of what we heard.

When they are through, there will be an opportunity for members of the audience, particularly those of you who are senior citizens, to speak your own piece as to what you think our subcommittee should hear respecting the problems of the elderly and what we in the U.S. Senate can do about it.

I am going to ask Mr. Lonergan to introduce his colleagues on the panel.

**STATEMENT OF ROBERT LONERGAN, PENNSYLVANIA DEPARTMENT  
OF PUBLIC WELFARE**

Mr. LONERGAN. Thank you, Senator Clark. For the benefit of the newcomers who were not here this morning, and for those who were here this morning, we would like to, on behalf of the panel, express our deep appreciation to Senator Clark for taking the time out of a busy day and a very busy schedule to come all the way to northeastern Pennsylvania where problems as far as the aging are concerned are legion and widespread.

Senator, we are very appreciative of your coming here.

I would also like to commend your very capable assistant, Mr. Sundquist, and particularly your assistant, Frank Frantz, who I think should get a Congressional Medal of Honor for doing an impossible job in a short time.

And with that, I would like to bid welcome to the senior citizens here this afternoon.

We have had some excellent testimony, which has pinpointed many areas of need regarding the gamut of problems concerning older people. I think it has been made clear to the Senator and to the staff that perhaps, more than any other area, there are some vital problems that do not exist in other areas here in northeastern Pennsylvania regarding our senior citizens.

I was mentioning to Commissioner Cohen, from our office for the aging, at lunchtime—and this was “unpolitical”—that we have approximately 4,000 absentee ballots to be counted yet for Lackawanna County and, for Dauphin County, he tells me, they have about 400. An “unpolitical” analysis of this indicates to me that we have an awful lot of people who migrate back and forth because of lack of employment between this area and their place of employment, and those live here, a great bulk of them, are either elderly or well on the way. And so, therefore, with the lack of wholesome employment in this area, and the large volume of elderly people being concerned on the economic front, we have some peculiar problems for this area which may not exist in other parts of the country.

Now, the details of these problems have been really put through the wringer in the presentation of testimony by various representatives from Lehigh, Lackawanna, and Luzerne counties early this morning, and this testimony is available for those of you who want it, and will be, of course, publicized later.

In getting the show on the road here this afternoon, I would like to first present, for a quick review of some of the highlights of our very enlightening session, one of our own people here in Scranton, Mr. Al Geffen, who is a representative of the Jewish Family Agency here in this building.

Al, will you please give forth?

**STATEMENT OF ALBERT GEFFEN, REPRESENTING JEWISH FAMILY AGENCY, SCRANTON, PA.**

Mr. GEFFEN. Of necessity, this will be short.

It was a session that went from 10 to 12:30. I will not try to really summarize each consideration or each testimony, but I think it all lends itself to about five different themes, and this I want to share with you.

First, there was a deep concern for the aged population, even in the decreasing population, which is true in Lackawanna and Luzerne Counties, the aged population is increasing. People are living longer, plus the fact, as was pointed out, that the youth are leaving these counties and the aged are remaining.

It was also pointed out by the representative of the chamber of commerce that unless facilities are provided for the aged, they may leave the community, and therefore this, from an economic point of view, is serious.

It was also pointed out that because of economic reasons private housing is not attainable for many of the aged and therefore public housing for the aged is essential, and it was also indicated that they should be done with some financial assistance from the Federal Government.

It was indicated also that there has been no private housing for the aged; that is, housing specifically geared to meet the needs of the aging.

There has been some housing provided for and planned for in these counties for aged, but it was not clear whether this would meet the needs of the aged, in view of the fact that inadequate surveys have been made as to the needs of housing for the aged, and therefore our primary concern and a primary step that should be taken is to have adequate surveys of the needs of housing for aged, and it was felt that this should be done locally, perhaps with some assistance and direction from State and Federal authorities.

It was also made quite clear that housing construction in itself was not the solution to housing for the aged: that housing facilities should be tied in with social services, counseling, homemaker services, recreational and health services; that in order to meet the needs of the aged in housing, these facilities must be made available or coordinated with the housing construction.

It was made clear also that there should be no public housing at the expense of private housing. It was pointed out that if private sources, private funds, are available to make housing available for the aged, they should be utilized and not compete with public housing.

However, one speaker pointed out that when private funds are used, when private housing is established for aged, there is a strong profit motive, and to some extent it makes it too expensive for aged people to pay for the rent, and, secondly, it may not have adequate facilities.

Let me just summarize now by saying that Federal assistance in financing was asked for construction of housing facilities for the aged but that this should not be in competition with private building, and, thirdly, that Federal Government should encourage private investment in housing specially geared for the aged.

Mr. LONERGAN. Thank you, Al, very much. Very well done.

Our next panelist will be representative of a very strong right arm

in our community life here, and I am sure that when he is through you will have some wheels churning that may want to be further developed later on in the open discussion.

I now present with pleasure, Dr. Joe O'Brien, the president of the Lackawanna County Medical Society.

**STATEMENT OF JOSEPH J. O'BRIEN, M.D., PRESIDENT, LACKAWANNA COUNTY MEDICAL SOCIETY, SCRANTON, PA.**

Dr. O'BRIEN. Thank you, Mr. Chairman.

Senator Clark and your associates, ladies and gentlemen, first of all, I would like to take the opportunity on behalf of the Lackawanna County Medical Society to thank you for inviting them to send a representative to explain some of the problems as we see them.

I would also like to take the opportunity to thank Senator Clark for coming up here, taking the time out of a very busy schedule to listen to our problems.

The points that I would like to discuss today have to do with medical care and housing. Now, I apologize for reading this statement, but I feel that it is of such great importance that it should be put officially into the record.

In my opinion, one of the most pressing and acute problems facing the Nation today is medical care of individuals 60 years of age and over. This medical care should be divided into two classifications: (a) those that are ambulatory and (b) those that require hospitalization. Individuals belonging to the latter classification are, in most instances—including in our locality—receiving the best available care.

I believe our main problem is dealing with those individuals included in the first classification, those that are ambulatory. The ambulatory individual, in a sense, is able to take care of himself, or he can be taken care of by his family without too much difficulty either to himself or his family. These are the individuals that enjoy fairly good health, but as they grow older they are beset with the problems of the aged—arthritis, high blood pressure, heart disease, mental deterioration, et cetera. These are the individuals who present our greatest challenge.

All who are genuinely interested in this problem will agree that one of the most important ingredients in successful medical care is as much contentment for the patient as is humanly possible. Because of this factor, medical care administered in surroundings resembling, as closely as possible, an at-home environment, will have the best effect. I think we all agree with that premise. This is especially true in individuals included in our first classification.

In Los Angeles and New York City, as well as many other communities, it has been definitely proven that medical care administered to ambulatory individuals, as mentioned above, is most effective when these patients live in a homelike environment in close proximity to a good general hospital. Here in Scranton we have good hospitals and four large general hospitals, with the Scranton State General Hospital being the largest in this group.

The Scranton State General Hospital is an excellent hospital with all medical facilities available and the patients receive good medical care.

In very close proximity to the Scranton State General Hospital there are many blocks of unused ground resulting from the demolition of many old and dilapidated buildings under the supervision of the Scranton Redevelopment Authority.

The modern trend in good medical care for individuals, as classified above, is to build housing, preferably one story in height, in an area near a general hospital. Locally, we have an ideal situation; we have the general hospital plus the adjacent unoccupied land. These patients could be housed in such a way that they would be able to take care of themselves as to their ordinary wants and, by walking a very short distance, they would also be able to avail themselves of any additional medical care at the nearby general hospital on an outpatient basis.

Included in this medical care would be the availability of medical personnel to perform many medical procedures on an outpatient basis since only a short distance would have to be covered by the attendant with the necessary equipment, thus eliminating the need of the elderly individual to travel to the general hospital for these services.

This combination is not only very valuable from the most important therapeutic standpoint—but is also most advantageous from a monetary standpoint. Instead of these patients taking up a bed which costs about \$30 per day plus all the ancillary services which are usually very expensive; they could live nearby enjoying an at-home environment and yet still be very well taken care of—from a medical standpoint. Many of these patients have only minor complaints that can be very well treated on an outpatient basis under such an arrangement. Otherwise, they would occupy a bed—while reading and requiring only custodial care. This arrangement would not only be very expensive to all concerned but—what is even more important—in many cases, this same bed might be desperately needed for an acute medical or surgical patient.

With the above in mind, it is my firm belief that by building housing adjacent to the Scranton State General Hospital we would be taking a very progressive step forward in the treatment of local individuals who belong to the group classified as ambulatory patients.

Mr. LONERGAN. Thank you very much, Dr. O'Brien, for your interesting observations.

Our next speaker is a gentleman of many facets and wears many hats. I do not know whether this is the 5th, 6th, or 27th career that he has embarked upon, but I will introduce him as follows.

He made his bona fide living when he was a worker on the railroad, and he graduated from there as the outstanding columnist of the elderly in the Scranton area. He is "the Walter Winchell of the elderly," we call him, in the Scranton Times newspaper, and more recently was elected national president of Seniors' International, which is a national organization promoting the interests of elderly people.

And with that background, it gives me great pleasure to introduce our own Jimmy Gilchrist, who also, by the way, was one of the founders of the Lackawanna County Retired Folks' Association.

**STATEMENT OF JAMES A. GILCHRIST, FIRST PRESIDENT, CO-FOUNDER, RETIRED FOLKS CLUB OF LACKAWANNA COUNTY, NATIONAL PRESIDENT OF SENIORS' INTERNATIONAL; SCRANTON TIMES COLUMNIST, AND MEMBER, NATIONAL COUNCIL OF SENIOR CITIZENS FOR HEALTH CARE THROUGH SOCIAL SECURITY**

Mr. GILCHRIST. Mr. Moderator, and Honorable Senator, ladies and gentlemen, I am going to read my statement, too. I read one here not long ago and after I got done, I said to the chairman, "How did you like my speech?"

"Well," he said, "you read it and you read it poorly and it wasn't worth reading anyhow."

So I am going to read it, but the subject of my talk will be "Hospital Care Bill for the Aged Seen in 1962."

I believe a stormy session is expected in Congress next year when it will take up bills on hospital insurance for the aged. Whether a social security type of measure is passed will depend upon mail receipt by Members of Congress from people like us. I am told that Representative Seymour Halpern of the Republicans of New York and Representative Al Ullman, Democrat, Oregon, said recently in the "Washington Reports to the People," AFL-CIO public service program heard on 450 stations: "A tremendous amount of public support has been forthcoming, and I believe that this year it will be a good investment for next year," Mr. Halpern said, and added that the Anderson-King bill would be reported, "but the fight will be a tough one."

Mr. Ullman said the majority of Americans want that type of program, however, to make their wishes known to their Congressman.

If they do, I feel sure, ladies and gentlemen, we can get the program enacted into law. Both Representatives back the social security approach embodied in the Anderson-King approach. It would provide hospital care up to 60 days, nursing home care up to 120 days, outpatient diagnostic and surgery treatment.

"Hospitalization is the high-cost, high-risk factor in the whole medical picture," Mr. Ullmann said, in explaining why medical care as well as hospitalization would not be provided.

It was pointed out that hospital costs have risen 300 percent in the past 10 years, higher and faster than other segments of the economy.

Criticizing the Kerr-Mills bill act approach approved last year by Congress, Mr. Halpern said the concept of medical care for the aged under social security would have no poverty or means test. Instead, it would guarantee to our people an old age free from oppressive fears of sickness and financial catastrophe.

Mr. LONERGAN. Thank you, Jim. That was very well done, in very fine fashion.

Our next speaker is Maj. William H. Harvey of the Salvation Army of Scranton.

Major Harvey.

**STATEMENT OF MAJ. WILLIAM H. HARVEY, DIVISIONAL SECRETARY, THE SALVATION ARMY, NORTHEASTERN PENNSYLVANIA DIVISION, SCRANTON, PA.**

Major HARVEY. Thank you, Mr. Moderator.

Senator Clark, my statement will be very brief. We are firmly convinced and do believe that if we solve all of the physical problems of good housing and provide all of these facilities, we are still faced with social problems. We are particularly concerned with developing social activities through retired organizations, through the Golden Age Club program, as we know it in other communities. We believe it is imperative that related to any provision of housing, and to all of these fine suggestions for the care of the aging in our community, that there must be correlated with this a very aggressive program to provide them meaningful and purposeful activities.

It is the interest of the Salvation Army and other social work agencies in this community to focus upon this.

We are seriously limited at the present time because of the unavailability of funds, and, to a degree, the unavailability of adequate resources, but we are all concerned with this problem, and are certainly very happy to be a part of a community effort to make more meaningful the sunset years of life for those who have greatly enriched our communities in other days, and who have a great deal to add to community life if we make it possible.

Thank you very much.

Mr. LONERGAN. Thank you, Major Harvey.

I want to thank the panelists for the efforts they have put forth here. Be they brief, sir, we have tried to stimulate the audience to the point where we can get some active participation and before we pass the ball back to you, we have been requested by the television people here to ask the people who testify on the floor to come to the one spot where the microphone will be so that they can take photographs and record this thing for what it might be worth.

Thank you very much, Senator.

Senator CLARK. Thank you, Mr. Lonergan, for expeditiously conducting a most helpful panel.

Now, ladies and gentlemen, we have about an hour left in which I solicit your thinking. I will try to recognize those of you who desire to be heard, as fairly as I can.

We have found in earlier hearings of the committee that this sort of a town meeting arrangement does enable us to learn far better than we can any other way just what the problem of the elderly in each community is.

So I now throw the floor open for those who desire to be heard.

**STATEMENT OF EMMIT LEGMAN, REPRESENTING THE GOLDEN AGE CLUB OF THE JEWISH COMMUNITY CENTER, SCRANTON, PA.**

Mr. LEGMAN. My name is Emmit G. Legman, and I am here officially as a representative of the Golden Age Club of the JCC, which meets here in this building every month. We had our meeting yesterday.

It is very gratifying to see that our lawmakers are interested in our affairs, so much so that they come here and not only invite the experts and the doctors but they also invite the patients. It has often been said, "If you want to know where it hurts, don't ask the doctor, ask the sick man."

Being a Golden Ager, of the average age of our club—in which we have a hundred members and the age is some 7,000 years—I am somewhat familiar with our problems because I have lived them.

The main subject here is housing for the aged, but I understand from the Senator's words that all problems which are interrelated to the lives of old people can be and should be discussed here because, after all, housing is only one phase of a person's life, and even at the risk of being facetious, I will say that is our smallest problem, because I dare any man here in this audience or outside to show me one person in the city of Scranton, which is about as representative as any city in the United States, that has not got a place to live. True, it may not be up to the standards of the experts. Their standards in Scranton amount to \$5,000 a home. None of us here in this audience has that kind of a home, but we all have homes, and the home of the neediest person in the city of Scranton has got light and heat and general comforts, such as a bath tub and other things, the kind that only kings used to have when I was young and when you were young.

So, do not talk to me about substandard, and do not tell me about the needs of the aged for millionaires' clubs, where they can have pools, bathing pools, and I do not know, all kinds of facilities.

Our club has a hundred members, and this hall, and all other halls in all other facilities of our city, which are plenty, are open to them, to go in and to make use of them. So, these super deluxe things are not necessary, and let me tell you what that does to our problems.

I will tell you a story—it will take about a minute and a half—an actual story of a man who bought a home 45 years ago, because he was tired moving around, and he raised his family, and as he raised his family, the coal that used to cost \$4 a ton went up to \$12, and then \$16, and now it is about \$22, and so forth, and his taxes from \$75 went up to \$185, and he could not pay them no more, so he decided to rebuild his house, and let somebody get half, pay him the rent, pay him for the heat, and for the taxes, and for all those things.

Now, this man is now a golden ager. His is over 70, and so is his wife, and if you take his co-tenant, with whom he has shared his home this half a century and if you take him away and you give him for nothing a \$15,000, as a matter of fact it would be better to give him the \$5,000; he should build a home and pay taxes, like the rest of us.

But if you do that, then you might as well supply a room for him, too, because he won't be able to keep up his home. But he has to pay taxes.

It seems with those kind of citizens, he is not a needy man, he is just like you and I, but his needs are the needs of all of us, and those that sit in Washington and plan to spend billions and billions of dollars, because this is a million dollar proposition, not only for this purpose but to give to Katanga, Lumumba, Nkrumah, and South America, for everybody—it seems their funds are inexhaustible—ought to think of you and of me before they raise our taxes, because

we are the only ones that can pay for this, you see, and when this man retired, his income was cut in half. His medical expenses went up 300 percent for his Blue Cross, because he belonged to a group that paid \$54, and now he pays \$154. His other expenses, expenses for his medicines, have gone up to the tune of thousands of percents.

Now, I know that; I know technically that is the rule, that when a man gets a prescription, and goes to a drug store, and the druggist has to buy a bottle of a certain kind of medicine, the first sucker pays for the whole bottle.

And I have paid it, \$14 for 20 pills, and I found out the price of a hundred was some \$12.50.

I therefore say, please, Senator Clark, tell them, go back to Washington and tell them to stop supplying super deluxe projects for the aged. They do not need it. They are not used to it. They cannot put up with it, nor would you.

Thank you very much.

Senator CLARK. Thank you very much.

#### STATEMENT OF MISS RUTH HANN, PRESIDENT, RETIRED FOLKS CLUB OF LACKAWANNA COUNTY, SCRANTON, PA.

Miss HANN. Senator Clark and friends, the speaker this morning—

Senator CLARK. Would you mind telling us your name, please?

Miss HANN. Ruth Hann, Miss Ruth Hann, 633 Madison Avenue, Scranton.

Senator CLARK. Thank you.

Miss HANN. I am here as the president of the Retired Folks Club of Lackawanna County, and I am also a retiree of some years, so my point of view is rather different from theirs, and I am going to give it as a view of one who is in close contact with many retired folks.

I am afraid that there are a good many people who, when they speak of aging people, think of doddering, helpless, hopeless folks who will have to be taken care of, but we are far from that. We are much more alive than some of the younger people, and if you do not believe that, come in and see our people in the Retired Folks Club at one of their meetings.

Since the early days in our country, our society has honored and revered the older folks, and the older citizens have the right to decent food, clothing, and housing. Decent, not elaborate nor fancy, but places that are decent for us to spend our later years.

People my age have never had the big salaries that the people of the present have, and, therefore, our pensions are much smaller than the present pensions, and so it is difficult for us. There are many of us that do not have social security because it was not available when we were at work.

According to a recent U.S. study, 17 million people are over 65 years of age. Of these, 60 percent have less than \$1,000 a year. Of the remaining 40 percent, 35 percent have less than \$2,000 a year, and only percent have over \$2,000.

This low income is not due to laziness or a lack of thrift, but due to circumstances which they could not control.

The United States estimates that a minimum amount for a couple to live on is \$2,400 a year. If that is the case, how can the older citizens live on their small incomes? They may exist, but they do not really live.

We older people have the right, if we wish, to live in the community in which we have spent our lives, so that we are not suddenly separated from everything that has made life dear to us, friends, church, clubs, public surroundings.

The best place for a housing project is not away out in the country where we are isolated but in town where we can see what is going on, and see other people, not only people of our age, but other ages. It should be within walking distance of the stores, the drugstores, and the churches, and recreational facilities. In these respects, the housing project on Adams Avenue here in Scranton is very good. It meets all those requirements.

Elderly couples like to stay in their own home if it is at all possible. We believe that the local agencies should provide homemakers, shopping services, and friendly visitors, so that the aged may continue their life in their own households as long as possible.

I understand that there is a movement on foot now to cut down on these things, the homemakers, the shopping advisers, and the friendly visitors, and to me, that is very bad, because I know of at least one case where it came in very well. One of the women of our group had had her arm amputated up above her elbow and when she was able to get around she was doing everything in the house that she could, but there were certain things that she could not do, and so the homemaker came to the rescue there, came in and did the work that she could not possibly do.

The housing projects should not all be in town, either, but they should have some in the suburbs, because we like to live in the section where we have spent most of our lives. It is good to have friends and old neighbors coming in to see us, and to be able to attend the church to which we have been accustomed to go.

Smaller housing projects may be built by individuals or organizations, and this is made possible through loans by the FHA—rather a new project, I believe. And it does not seem to have taken hold here in Scranton. We hope it does.

In the housing projects, there should be ramps and elevators, no sudden steps down or uneven floors or places such as sills. Our balance is not as good as it used to be, and our sight is not as keen. Consequently, some fall. The floors should have carpets from wall to wall, no sliding rugs. Sinks and stoves should be of good height—not so low that the average person has to stoop over, nor so high that they will stretch. Bath tubs should be built so that our stiff knees will let us get in them. There should also be strong handles for us to hold onto. Rents should be low enough so that those of us in the lower income brackets get rents that will fit our purses.

Those of us who are still able to carry on in our own homes have problems also. Again, rent is a big problem. The size of the apartment, which floor it is on, as well as the location. These are all problems to us.

For instance, one person I know has an apartment of five rooms, but she needs only three, and she cannot find one at the rent she can pay.

Another lives on the first floor but has too many rooms. When she tries to get one suited to her pocketbook, she finds they are all on the third floor, which means going up and down steps, and that she cannot do.

One little lady has been trying for 5 years to find an apartment on the first floor. Where she lives there is no heat supplied, and so she has to go down into the cellar, get her coal, bring it up outside, and then take it up the long flight of stairs to her second floor apartment. She gets \$40 a month from social security, and has a few extra dollars. She had been getting \$33, until it was recently raised to \$40, for which she was very thankful to the Senators who made it possible. If you could have seen her face when she said it, you would appreciate what that meant to her.

"If the Lord spares me until next Christmas," she said, "I will be 83 years old."

There is another great need for the aging, a need which is sometimes forgotten by the planners, and that is to make provision for recreation so that they can get together for companionship, to play games, sing, perhaps dance, or just visit. This is an important need for people who have too much leisure time.

Here the Retired Folks Club or senior citizens, or whatever they may go by, play an important part, as it gives them a good time together to find useful activities for those who can and want to do things.

For instance, our group this past week has been stuffing envelopes for the Christmas seals of the TB, getting them ready to mail out, and quite a big group have been there working, some of them 3 and 4 days.

We believe there should be a friendly, skilled group worker to be a counselor, and as they get acquainted with people, they can help them solve their problems. Another definite need is for drop-in centers at different places in the city where older people can stop any day, any time to rest or visit. They must be supervised so no undesirable person can destroy things or disturb people.

Older folks want to be wanted, needed, and of use in ways of which they are still capable. We want to live out our lives as useful members of society doing that for which we are best suited.

#### **STATEMENT OF WALTER HOOK, CHAIRMAN FOR THE AGING, WAYNE COUNTY, PA.**

Mr. Hook. My name is Walter Hook. I was a chairman for the aging in Wayne County, one of the smallest counties in the State of Pennsylvania. Along with that, we have one of the highest percentages of old folks in the State of Pennsylvania. We have approximately one in five over the 60-year age.

It has been a great pleasure to work with these folks, to find out their need, and what they are looking forward to in the last days of their life.

We have come across many problems that differ somewhat from those that were discussed here today. Many of them here today were always talking about elaborate homes, \$10,000, \$15,000 homes. We

find that in our area, which is a small country area, that inexpensive, homelike surroundings were most acceptable to all concerned.

The reason for such was that during the survey that we conducted a year ago for the White House Conference or the Governors' Committee, we found that \$56 was the average income from social security. Believe you me, that is mighty small. Those on relief or public assistance have a considerably larger amount, almost \$63.

Of course, those on the assistance receive somewhat of an advantage, because they have the medical care which those on social security did not receive. We have spoken about many of the valuable homes throughout the area, the redevelopment problems, but we find that in our little area, it has been a not-wanted subject. They are interested in a home, their own home, the one that they had worked for all their lives, the one they had saved for. They were not interested in being a problem of the public, or a problem of the government. They wanted to stay home, and for that reason, I think we should make a greater effort to improve the income ability of the older people so they can maintain their own homes, the homes that they are acquainted with and have lived in for a period of many years, and in that way, it will make a much lesser burden upon your younger folks who are the taxpaying individuals.

Of course, there are many other projects that can do a great deal for these senior citizens in their own homes.

First of all, I think there should be greater emphasis placed upon the surplus food project, which our Government has done a great deal for within the past few months. I think there should be much greater stress placed on that than has been done so far. I believe it should be increased for those persons on small incomes, such as social security and public assistance, that surplus food should go to them in much greater quantities than what it is at the present time.

I feel that our older folks have built America; let them have a little bit of the ground that they now are enjoying in their final days. For that, I say increase the food surplus.

Also, encourage them to stay in their own home, and, as far as this problem of building these expensive homes, I agree with the individual who said it is not their desire. They did not even enjoy it. I have come in contact with many of them, and they do not want it. I emphasize that time and time again.

Also, I think we should do more to encourage private ownership of our nursing homes. I do not agree with these individuals who are out for the nursing homes incorporated by the investors, because there is no homelike surrounding. If we allow that to come into being, I am afraid that our old folks are going to be like the can of beans that has left the corner store and is now in a chainstore living. And that we do not want for our older folk. Keep them from the chainstore living, encourage them to go in time of need for medical care, get them into a home where there can be the love of the matron who runs the home, and believe you me, it will be much less expensive in years to come, because once we commercialize it, there are going to be individuals who will see a chance to make an easy dollar, and believe you me, they will be after it.

With that, Senator, I thank you, and it has been a pleasure being with you.

**STATEMENT OF DR. MARTIN T. O'MALLEY, SCRANTON, PA.**

Senator CLARK. Doctor, you and I know each other, but you had better state your name for the record.

Dr. O'MALLEY. Martin T. O'Malley, 1231 Sanderson Avenue, Scranton.

I believe that I can qualify among the aging, but I would not say the aged. I am now in my 85th year of life, and in my 50th year in the practice of medicine.

First, I am saying these few words now because I am quite sure, Senator, you would be interested. Of these 15 years of newspaper work I did, 3 or 4 of them were devoted to political work, political writing. I am a lifelong Democrat. For 4 years, I was political editor of a newspaper, a Republican newspaper, owned by a former Lieutenant Governor of this State, and a former State senator.

I want to concur heartily with the statements made by our very worthy president of the Lackawanna County Medical Society, Dr. Joseph O'Brien. This is a very difficult problem that is being put up to you, Senator, and my logic does not run to dollars or cents, where it means the comfort of the aged, or the aging.

This particular thought has not been presented to the meeting, and I am going to take advantage of it. I am quite sure that Dr. O'Brien will agree with me that the real thing in the aged and the aging—and, incidentally, the Lackawanna County Medical Society, through the State medical society, since 1948, has presented plaques to 24 persons who reached the age of 100 years, all residents of Lackawanna County.

This also has been an enriching experience as far as the aged are concerned. The incentive to live is the thing that must be provided for, regardless of means. I read somewhere where they are talking about the expense in dollars and cents. Much more fitting, I think, is the providing the means that will give these aged and aging people the incentive to live.

The medical profession accepts the fact, generally, that the incentive to die is often present among older people, and it does shorten their lives.

Now, if we can provide as I have observed, those things that will make things easier and will keep the incentive to live, that is the central fact, as I see it.

I am quite sure that those people will be benefited by your legislation, which I am sure will be well thought out, and well provided for, so if that is kept in mind by ourselves as well as your committee, the incentive to live, provide those things that will make people want to live when they reach the age when it appears that everything seems to be against them.

Thank you, Senator Clark.

Senator CLARK. Thank you very much, Doctor.

That was a very fine inspiring statement, and a thought we have not had before, and it is very worthwhile.

**STATEMENT OF MRS. ANNA W. CLARK, RETIRED FOLKS CLUB,  
SCRANTON, PA.**

Mrs. CLARK. I am Anna W. Clark, of the Retired Folks Club. I am one of those 65-year-plussers with a good many plusses after my name.

Senator and panel and friends, I would like to speak to you for a few moments on the drop-in centers, and I believe that that is one way that people would have more of an incentive to live, as Dr. O'Malley said. These drop-in centers, as we know them, are that it is a room or rooms centrally located on the ground floor, if possible—if not, with a ramp or an elevator approach. In this place, the aging, not the aged, could meet people of their own age, talk with them, sing with them, read, play games and so on, and I would like you people—the young people do not quite appreciate what it means, but let me take you; you use your imagination for a few minutes. Imagine that you are the last one of your family, your parents, all of your children and grandchildren, probably, have gone, and you are left alone to live in one or possibly two rooms. You sit in that room, you may not be able to get out very often, your neighbors and friends come in occasionally, but not nearly enough. You look at these four walls until, as one woman said, she could not stand it any more.

Now, if you can get out and leave those rooms, and go along with other people of your own age, it will probably do for you as it did there.

This one woman said she had lost her husband; she stayed in her room all of the time, and she did not know how she could stand it much longer.

Someone invited her to the retired club. She came, and she said it had made a new woman of her.

And I was so glad this morning to hear Mr. McNulty say that they are providing two recreational rooms in this Adams Avenue project. I just hope that it will be used for not only the tenants but the non-tenants also.

Senator CLARK. Thank you very much. A very nice statement.

**STATEMENT OF JOHN REESE, REPRESENTING THE BUILDING TRADES AND MEMBER, EXECUTIVE BOARD, AFL-CIO, SCRANTON, PA.**

Mr. REESE. Senator Clark, ladies and gentlemen, I am John Reese, member of the executive board of the AFL-CIO; also connected with the building trades in this town, we are also very much interested in building construction.

Naturally, we do not want to hinder or hurt anyone in building, and we certainly are very pleased and glad that such programs as these are going on.

Senator Clark, and all Congressmen, citizens of the United States, we certainly are very much interested in medical care for the aged under social security, as I know Senator Clark is in support of, and we also are interested in increased social security benefits.

I thank you.

Senator CLARK. Thank you very much, sir.

**STATEMENT OF RANDALL C. SMITH, REPRESENTING COMMITTEE OF INTERESTED CITIZENS ON HUMAN RELATIONS, SCRANTON, PA.**

Mr. SMITH. My name is Randall C. Smith, and I represent the Committee of Interested Citizens on Human Relations, a biracial com-

mittee which banded together some 34 years ago in an attempt to remedy an obvious situation in the city of Scranton, that being restricted housing, not only private, but public as well.

Now, I am going to have to tell you, Senator Clark, some of the existing conditions now, in order to tell you what we are trying to get over to you as far as our particular group is concerned.

Until September, 1961, there was not much that could be done regarding rental or sale of housing to nonwhites except to educate the public to accept any responsible person of whatever race, religion, or national origin into their neighborhoods.

Public housing, however, presents a different picture. Where Federal funds are involved, and they are involved here, the National Government has regulations regarding securing the said funds, and regulations about occupancy of units erected with Federal funds.

It is relative to public housing that this committee feels it ought to direct its attention at this time.

As citizens of this community, we are certainly interested in adequate housing for the elderly, but, more than this, we are concerned with housing as it affects the Negroes of this city, elderly or otherwise.

We have been assured by Mr. Joseph McNulty, executive director of the Scranton Housing Authority, that any housing for the elderly will be filled on a first-come-first-served basis, regardless of race, creed, or color. However, past performances of the Scranton Housing Authority regarding occupancy of the existing local housing projects gives us no assurance that this verbal agreement will be kept.

In Scranton, there are 489 public housing units with a turnover of some 17 percent. This would allow about 80 new tenants annually. To date, there are no nonwhite persons residing in any of these units, despite the fact that some 21 applications of nonwhites were filed during the 11 years the city has been operating public low-cost housing. The local housing authority does not acknowledge receipt of applications, claiming a lack of adequate personnel, despite the fact that regional and national officials of the Housing Administration claim that within 3 weeks any applicant ought to be notified that his or her application has been received, recorded, placed on file, and an interview will be granted subsequently.

True, there are probably long waiting lists, but simply by a process of elimination, after some 11 years, some of these applicants should have been called. To the best of our knowledge, this has not been the case.

Aware of these discrepancies, the Committee of Interested Citizens on Human Relations has met with various city officials as well as local, regional, and national public housing officials, despite widespread concern, probably a tenth of the community, through the media of newspapers, radio, and television programs, we can report no progress.

Before you leave, Senator Clark, I would like to invite you to step to the rear of this building and look out at some of the dilapidated buildings the Negro is *forced*—and this I emphasize—to live in, and this is only one area.

As chairman of this committee, I bring these remarks before you, knowing that they are not a part of your jurisdiction, but certainly if these acts are being committed upon the overall pattern of housing

locally, then our committee feels the same pattern will infiltrate into any housing for the elderly where minority groups or persons are involved.

Thank you for allowing me to speak on these matters.

Senator CLARK. Thank you very much, sir, for raising a very important question with which the President is grappling right now in Washington, in connection with an Executive order he has in mind issuing.

#### STATEMENT OF T. J. FRANKLIN, SCRANTON, PA.

Mr. FRANKLIN. My name is T. J. Franklin, and I live at 607 Adams Avenue.

Senator Clark, my problem is something like what Mr. Smith just said. It is hard for me to get a decent place to live. Regardless of the money, if I had it, still the place would not be there.

I could use a telephone and ask, "Have you got a place for rent? I saw your ad in the paper."

"Yes, we have."

"How much does it rent for?"

"Well, it rents for \$50 a month."

I get a car and appear there, ring the bell, and they come to the door. "Well, what can I do for you?"

"Oh, I was talking to you a few minutes ago about your apartment."

He says, "Well, I am sorry, a party just called up and put a deposit on it."

Others will tell me flatly, "No, we won't rent to colored people."

That is the problem I have.

Thank you.

Senator CLARK. Thank you, sir. You have made your point very clearly and briefly.

#### STATEMENT OF GUS SHORTS, CHAIRMAN, SLAVONIC LEAGUE, SCRANTON, PA.

Mr. SHORTS. Senator Clark, my name is Gus Shorts, and I am the chairman of the Slavonic League, an organization of 8,119 members.

We are in accord, Senator, that you and your committee have been doing a great job, and want to congratulate you, and, incidentally, inform you that next spring you are going to hear from us in the right way.

Senator CLARK. This is a nonpolitical meeting.

Mr. SHORTS. I appreciate that, Senator. However, I join the people in this community in thanking you for taking the time to come up here to advise them about the local problems.

Now, Senator, I have been in every State in this Union, and I can assure you that you are among some of the finest people in the United States today. The only suggestion that I would have insofar as this committee is concerned is that you consider some means whereby interests of the aged can be upheld throughout their entire lifetime.

I am very happy to endorse Dr. O'Malley's remarks concerning that phase of an older person's existence. Certainly, housing is a problem.

However, I believe a much more important problem is maintaining interest throughout a person's entire lifetime.

I want to show you, Senator, Dr. O'Malley's career also. He is a man at his 85th birthday and still on the job daily.

I might also add that Konrad Adenauer in Germany is way along in his eighties, and still battling those Communists over there, and doing a great job, and various other people, such as ex-President Hoover, are still on the job. And, Senator, if you in some way can incorporate into your present housing some system whereby these aged people could maintain in interests, in the form of a part-time job, such as some of these people state here, I think you would be doing a great job.

Thank you very much.

Senator CLARK. Thank you very much, sir.

#### STATEMENT OF ED LOVELL, SCRANTON, PA.

Mr. LOVELL. I am Ed Lovell, former candidate for Governor, 3 years ago, 11 Linden Street in the city of Scranton.

Fighting for housing is nothing new for me. I have clippings here from that great morning newspaper, the Tribune, stating how I went to Washington and paid my own expenses for Valley View, after Hilltop was built.

A few minutes ago, a gentleman got up on the floor and was talking about how nice it was, and all those great, big beautiful places, and he did not want them built. There was only one letter in the city of Scranton written to Washington, and that is by that gentleman who spoke here a few minutes ago.

How many of you people here today are getting a picture from the State liquor stores? How many people over at Hilltop Manor, or Valley View Terrace, are getting pictures from the State liquor store? Citizens born and raised in this country. Let the gentlemen get up on the floor and deny that.

Senator CLARK. Now listen, sir, we are asking you to come here to help the committee with this problem. I will not tolerate an attack on anybody who said anything here because he thought he would help the committee. If you have some suggestions to help the committee, we would be glad to hear from you. We do not wish personal attacks against other witnesses.

Mr. LOVELL. I just left Valley View Terrace and Hilltop Manor. I visit the aged every day over there, and they are certainly happy in those projects, and I will do everything and I will ask the committee and Senator Clark here to continue and fight for those projects.

It was mentioned by the man, the gentleman here from the Salvation Army about the social problems. There was less delinquency in the Hilltop Manor and Valley View Terrace, and that is a report by Captain Kelly, who goes with my sister, than any other part in the city of Scranton.

I am going to close with these words, Senator Clark. We are friendly now, we may be opponents this time next year. Do all you can, and bring more housing into this community. Thank you.

Senator CLARK. Thank you very much, sir.

**STATEMENT OF MISS PHOEBE A. HAMMOND, PAST PRESIDENT,  
LACKAWANNA COUNTY RETIRED CLUB, AND PRESIDENT, SENIORS'  
INTERNATIONAL OF SCRANTON, PA.**

Miss HAMMOND. I am Phoebe A. Hammond, a past president of the Lackawanna County organization and president of the Seniors International of Scranton.

I am very happy to be here, to make a few remarks on housing. We have been studying it for some time, and have been working with our committee in Washington to promote the welfare of housing, and I will tell you what my opinion is.

We people who have survived and struggled and saved to get a home, and then we get that home, we pay it again over in taxes, and maybe if we cannot pay those taxes, they put us out on the street, and I think it is wicked. I think one thing in particular. After anyone is 65 years old, and their income is not what it was one day, they should have a reduction in their taxes. I think it would be one of the greatest blessings for the little homeowner, and I am very much interested in getting a drop-in center for Scranton.

We have been talking about that, central city, and I think if there was one in Scranton, I think the people would come forth and donate to help maintain it, and I know a gentleman in Scranton said he would give \$5,000 for the first one. That would be a start. It is not much, but every little would help. And I hope to live to see the time when the small homeowner will get relief, and will have a drop-in center in Scranton, and I am very, very much interested. I thank you.

Senator CLARK. Thank you very much, Madam.

**STATEMENT OF PAUL MAGIDA, OWNER, WHITE CREST NURSING  
HOME, SCRANTON, PA.**

Mr. MAGIDA. My name is Paul Magida. I am the owner of the White Crest Nursing Home in Scranton. I live at 935 Clay Avenue.

Senator Clark, members of the panel, I regret that I was unable to attend this morning's session, at which several comments were passed which were rather one sided, and put the so-called profit-making nursing homes in a rather wrong light. However, I have not had time to prepare any counterstatements to these remarks, but I would like to make a few statements on my own on behalf of the proprietary nursing homes of the area.

We all know that we are living in a badly depressed community, one of the worst depressed areas in the United States. However, we also recognize the fact that nursing homes are important and a very integral part of the community.

In our nursing homes, you will find that there are virtually 75 to 90 percent of the occupants who are sponsored by the department of public assistance. Now, this department pays a maximum of \$150 per month per patient. This figure comes down to about \$4.90 per day. This figure is lower than the per diem cost of the large county homes.

I know all the nursing-home owners in the area. They are sincerely devoted and dedicated to their work and their profession. They want to give their old folks better care. They want to provide more

recreational and occupational therapy for these people. It is virtually impossible, under the financial structure under which we are operating.

Now, I certainly advocate the housing program fostered under Mr. McNulty, but you people have to look ahead, beyond that, because if you are going to reconstruct the hotels Edison and Holland, this is fine, or whether you select another site, this, too, is fine; the basic principle is good, but you have to look a step further.

You are going to admit into these reconstructed hotels people who are ambulatory, people who are pretty well able to handle and take care of themselves. But you have to look a step beyond that. A year, 2, 3 years may go by. These people inevitably are going to become patients who will require more intensive care. This type of care is only going to be provided in nursing homes or homes for the aged.

The nursing-home owners of the area, just as in all other areas of the State, as I said before, want to provide better facilities for their patients. They must, but it is impossible under the present financial structure.

Very, very few nursing homes in this entire section of the State have considered expansion programs, because they know that this program will produce little or no return.

At the present time, I want to tell you that the so-called proprietary or profitmaking nursing homes are operating on a very marginal basis. It is questionable whether at the end of the year they will come through on the black side of the ledger or just below, into the red.

I think you will all agree that the nursing home as an institution is no fly-by-night setup. It is here, and it is here to stay, and if you look around the other sections of the country, you will see that large nursing homes with fine facilities are constantly mushrooming, and they are doing this because they know they can flourish.

I sincerely request the Senator, members of the panel, and the members of the audience to try to urge the Department of Welfare to increase its subsidies to the so-called profitmaking and the nonprofit homes, so that they can extend their care and give more and more care and much more intensive care to the patients who are in their charge. Thank you.

Senator CLARK. Thank you very much, sir.

**STATEMENT OF MRS. JOSEPH YOUNG, MEMBER, COMMITTEE OF INTERESTED CITIZENS ON HUMAN RELATIONS, AND VICE PRESIDENT, YWCA, SCRANTON, PA.**

Mrs. YOUNG. Senator Clark and people here, I am Mrs. Joseph Young, as a member of two committees that actually have an interest in this; one as a member of the Committee of Interested Citizens on Human Relations, I would like to underscore the problem of the minority group in this town as concerns housing, and to say that there are many citizens locally that are looking forward to this Executive order you referred to, that it will help the situation locally.

And also, I am vice president of YWCA, and we have just opened a drop-in center. It is a small place, and cannot accommodate the needs, and it does not have full-time professional help, but perhaps with the aid that we hope to get from your committee, the service

can be expanded and perhaps moved to larger facilities, but I would certainly, as a member of the YW, want and invite the aged people to again use the facilities.

Senator CLARK. Thank you very much.

Ladies and gentlemen, regretfully we must close the hearing.

I would like to express, on behalf of the entire committee, our gratitude to Mr. Fred Downs of the Welfare Council for the help he has given us in arranging this hearing.

I would like to thank all the members of the panel for the time and effort they have put in to clarify these issues for us, in giving us the benefit of their thinking, and finally, I would like to express to the Jewish Center, through the executive secretary, Mr. Joel, our deep gratitude for their kindness in making this auditorium available to us without charge to the committee or the taxpayers.

Thank you all very much for coming here, and the meeting is adjourned.)

(Whereupon, at 3 :25 p.m., the hearing adjourned.)

